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THE AMERICAN

School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

VOLUME 117, NUMBER 6

DECEMBER, 1948

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THE AMERICAN School Board Journal

A Periodical of School Administration

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Progress in Schoolhousing

School bond sales and contracts let during 1948 indicate the progress in schoolhousing. For the year now ending, school bond sales will be over \$500,000,000 and the dollar volume of contracts let will exceed \$900,000,000. The following table shows the increase over 1947.

	1948*	1947
School Bond Sales	\$515,331,052	\$330,127,238
Contracts Let		
Number of Projects	4,293	3,488
Square Feet	73,194,000	45,375,000
Valuation	\$934,000,000	\$544,838,000

*Volume estimated for November to December.

An even greater volume of schoolhousing work will be necessary during 1949 to provide the minimum requirements in schoolhousing facilities to meet the demands of the educational program and the increasing enrollments. Under present conditions no easing of the schoolhousing and product procurement problems is in prospect.

Providing schoolhousing facilities and essential equipment and supplies in the year ahead will require the most careful planning, a keen understanding of the educational needs and requirements of the community, and especially the close co-ordination of the work of school boards and their superintendents.

In this critical period as in every crisis in school administration, the professional editorial service of the JOURNAL offers an authoritative source of information and guidance for the united action of boards of education and their superintendents in every area of school operation.

JOHN J. KRILL

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The contents of this issue are listed in the "Education Index."

TITLE PAGE AND INDEX

A Title Page and Index to Volume 117, July to December, 1948, has been prepared. A post card addressed to Bruce-Milwaukee, P.O. Box 2068, Milwaukee 1, Wis., will bring a copy.

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THE AMERICAN School Board Journal

Volume 117, No. 6

DECEMBER, 1948

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Shall the State Help? —

Employing the Highly Qualified Teacher: A Financial Problem

Clayton D. Hutchins*

For many years, local school systems have paid larger salaries to those teachers who have attained the highest levels of preparation and experience. This tendency to pay larger sums to those who have met higher professional standards will be reinforced by the recent widespread adoptions of single schedules of salaries. Practices and tendencies of this kind are generally approved by the teaching profession.

The schedule of salaries, however, which lists many figures ranging from those for the new graduates to maximum salaries for the most advanced, professionally, produces two complications for the superintendent and for the board of education: (a) The foundation program of state support may be so low as to compel the local district to meet the higher figures in the schedule by increases in local tax revenues. (b) The total school revenue available from local and state sources may be insufficient to permit full operation of the single schedule of salaries. Both of these difficulties need further exploration.

The Foundation Program Problem

The fundamental theory underlying foundation programs of state support is that the state should guarantee a certain level of schooling which is usually expressed as some minimum amount of expenditure per pupil or per classroom. The basic amount may be adequate to care for the lower ranges of the schedule of teachers' salaries, but since it is intended to be "foundation" in character, it is insufficient to enable boards to continue observing a satisfactory salary schedule into its higher levels without arranging for local support from the general property tax, in addition to the normal amount required for complete participation in the state foundation program. Some would prefer a state distribution procedure that would recognize an entire basic salary schedule as a means of

solving this problem, rather than allow a fixed amount per pupil from state sources.

Single Salary Schedule Difficulties

The single schedule of salaries, now used in about 70 per cent of the city school systems, is based upon the conviction that all levels of the entire school system should

have well-prepared teachers. Hence, teachers are employed for both the elementary and secondary schools on the basis of their professional training. They advance on a single schedule each year as experience is acquired, but they may also advance to higher salary levels by obtaining additional professional preparation.

Since the cost of the single schedule of salaries is usually higher than the former salary policy or the former schedule, based largely upon type of position, some of these new "preparation and experience" schedules have not been put into complete operation. The form of the single schedule may have been adopted, but its advantages may be reserved for only part of the staff, the maximums may be inconsistently low, temporary ceilings may be in effect, or other limitations may be restricting its cost.

Even where the single schedule is officially adopted in full, it may operate as a "paper schedule" because only those teachers with minimum qualifications are employed. While employees may gradually move to higher salary levels through the acquisition of experience and additional training, there is really a boycott upon new applicants who offer high levels of preparation. Hence, in effect, the school systems deprive themselves of available competence, and one purpose of the single schedule is impaired.

Solving These Problems

Superintendents and boards of education have been seeking solutions to these two problems, and have met with some success. In at least 12¹ states, partial answers have been enacted into the foundation program laws. In these states the state school funds for public education are distributed to local school administrative units somewhat in proportion to the qualifications of teachers. The distribution formulas allow larger amounts to schools that

¹Alabama, Arkansas, Delaware, Florida, Georgia, Idaho, Indiana, Maine, Oklahoma, South Carolina, Tennessee, and West Virginia.



A practical war memorial at the Taylor School, St. Louis, Missouri. A pedestal has been provided to the flagpole as a memorial to the alumni who fought in World War II. The bronze figures represent a soldier, a sailor, a Marine, and an airman. The children and the graduates of the school supplied the funds.

*Assistant Director, Research Division, N.E.A., Washington 6, D. C.

employ teachers with higher levels of preparation and experience and less to schools that employ teachers with lower qualifications. This fact was brought out by a study recently conducted jointly by the NEA Research Division and the NEA Committee on Tax Education and School Finance, and reported in a mimeographed bulletin entitled: "*Qualifications of Teachers—As a Criterion for the Distribution of State School Funds.*"

According to the report, superintendents and teachers in states having this plan in operation enumerate certain advantages. They contend that it saves the superintendent and the board of education from the former financial embarrassment of continuing with the complete and full observance of the single schedule of salaries, and that its operation raises the qualification level of the school staff. Boards do not boycott applicants having high qualifications as a means of holding the budget within fixed limitations. They employ teachers on their merits, with the assurance that funds from the state will be proportioned to salaries paid or to the qualifications reported. In addition to this employment policy, teachers within the system plan in-service training to increase their own salaries and to earn greater allocations of state money for their own school district. Both of these factors—employing higher qualified new teachers and taking in-service training—tend to raise the qualification level of teachers in the local schools.

In contrast, when the state allocations per pupil were fixed and unrelated to the superior preparation of teachers, qualifications were examined and evaluated, but the board was not always in a position to offer a salary that would secure the best. Any cost of employing and retaining highly qualified teachers was an extra burden upon the local taxpayers. This higher cost was sometimes regarded as a special expense accepted by the local unit as the price of preferring higher qualifications. It could be avoided, and often was.

Causes of Opposition to Plan

At first thought, many experts in school finance do not favor the state-payment-for-qualifications plan because it appears inequitable. It seems more reasonable for the state to recognize foundation programs that allocate like amounts per pupil or per classroom to all the school administrative units, without showing any favoritism, or without imposing any penalties. It appears that the state should assure the local district of having a reasonable amount of money for education, but the manner in which it is spent, including the type of salary schedule maintained, is the business of the local district. This has been the opinion of the majority. However, there is an apparent trend toward the adoption of a new policy of recognizing teacher qualifications as a factor in distributing state funds for schools.



Rufus A. Putnam

Assistant Superintendent of Schools in Charge of Business Affairs, Minneapolis, Minn.

Mr. Putnam, who assumed the office of assistant superintendent in charge of business affairs of the Minneapolis public schools on December 1, has had broad experience in school business administration. A native of Mt. Vernon, Ind., he holds a master of science degree from Indiana University. After experience in business he became purchasing clerk of the Evansville, Ind., public schools, 1926-29, and was business manager of the same schools from 1936 to 1946. During the past two years he has been in charge of the business affairs for the Yonkers, N. Y., schools. He served as lieutenant in the navy from 1943 to 1945, and is an active member of various professional educational associations, especially the Association of School Business Officials.

One recent instance of a major expansion of this policy is the new school finance law enacted in 1947 in Idaho. It provides allocations that are well adjusted to salaries proportioned to training and experience. Reports from the state claim great satisfaction with the new plan. The change has been accepted with enthusiasm and the advantages are readily noticeable.

But there are also some disquieting thoughts for educators in all states. The plan may involve more state control, since the state office of education must obtain complete information annually about the qualifications, and possibly the salaries, of all teachers. State officials evaluate the qualifications to note the placement of all teachers on a state salary schedule or to determine the amount of the state allocation to which those qualifications entitle the local school district. There has been no evidence of teacher rating as an essential step in the calculation of state aid under the new plan, but only of estimating years of *acceptable* training and years of *acceptable* experience. However, since qualifications of teachers are considered, it is apparent that some form of teacher rating might become a part of the system in the future.

The plan also raises the question of extent to which the state should attempt to

pay for extra and special services desired by local communities. For years the underlying principles of "foundation program" thinking have held that the state should contribute funds toward the support of a "foundation," but that the extras in excess of the foundation, desired by certain school districts, should be financed locally. There is the further question of how sensitive the state distribution should be to variations in local costs. Many hold that minor variations in costs are a proper field for local administration and that state fund allocations need not be continually readjusted to changing conditions such as qualifications of teachers, which may cause local costs to fluctuate.

Although objections can be cited, the plan of allocating more state money to school units that employ teachers with higher qualifications is gaining. This may be due to the practical consideration that, though the means be questioned, desirable ends are realized. Charges of "inequitable-ness" and of "centralized control" can be made, but some administrators maintain that the plan actually secures more teachers with advanced training and experience. The extra financial assistance offered by the state has its influence. Boards of education are more willing to employ the higher qualified if the state contributes toward the additional expense. Teachers in service strive for more in-service training if there is a compensating reward for such endeavor. Pupils of the local district reap the benefits. They get better teachers.

The new plan is a very significant one in financing public education. Adjusting to an influential factor that affects the cost of education points toward the possible recognition of other factors. Might it not be reasonable for the state to offer larger state fund allocations to school units that provide newer school buildings, lower pupil-teacher ratios, better school buses, and other improvements that cost more money, as well as to those that employ higher qualified teachers? State systems of school finance may eventually recognize several factors that affect educational costs in addition to: (a) number of pupils; (b) grade placement of pupils; (c) sparsity of population; (d) qualifications of teachers.

Further Study Needed

As local and state education associations, state departments of education, and other educational and lay organizations formulate legislative programs for improving state systems of financing public education, they should consider these and other arguments pro and con. The advantages and disadvantages of distributing larger amounts per pupil or per classroom to those school districts that employ higher qualified teachers should be studied. The solution presented here, already operating in at least 12 states, may help to assure the success of single schedules of salaries. It may also help states to realize more of their school finance goals.

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Graduate Study and Salary Schedules

Leo W. Jenkins, Ph.D.*

Numerous problems are faced by the colleges when boards of education classify teachers for salary-schedule purposes on the basis of graduate courses completed.¹ This policy frequently results in an influx of uninterested people into graduate schools. Since one of the chief objectives of graduate study is leadership, a great emphasis both in quantity and quality is placed on courses in administration and supervision. Unfortunately the goal of study often becomes a mere acquisition of facts. Not unfrequently women teachers from rural schools try to become walking encyclopedias of information concerning the administration of city school systems even though the probability of their applying this information is quite remote. The theory behind increased salaries for persons with advanced study is based on the belief that such teachers are better teachers. Most superintendents and alert boards of education must know that the relationship between some types of graduate instruction and better teaching is either remote or nonexistent. The present struggle for better salaries will most certainly be injured when the general public discovers this fact.

The colleges as a rule are anxious to serve the best interests of the public school systems, but they are often somewhat reluctant to make changes in their graduate programs unless a genuine demand for such changes exists. Teachers in turn feel that they have no choice but to pursue the courses offered at times convenient for them. This puts the superintendent and boards of education in the middle of a vicious circle. The teachers are unhappy as any dean of education well knows. In like manner the colleges are cognizant of the fact that much of their graduate instruction will not make for better public schools.

The following nine-point program regarding salary schedules is recommended for consideration by boards of education:

Credit for Related Work Only

1. Recognition for graduate instruction in so far as it affects salary schedules should be given only for courses which have a direct relationship to better teaching. The teachers who take courses that are unrelated to their positions should not be rewarded at the expense of other teachers any more than those teachers who are studying law or pharmacy after school

hours should expect recognition. Good teachers will recognize this as a reasonable and justifiable regulation.

2. Teachers who are studying for administrative positions should consider it an investment in their future and not expect additional compensation. Such courses as a rule are not designed to improve classroom instruction.

3. School buildings should not be made available for extension courses of an omnibus nature designed for all members of the faculty who need a few college credits to reach another rung on the salary scale ladder. Such courses generally represent educational deceit. Only courses designed to meet genuine needs should be permitted a place of meeting. This would be welcomed by colleges anxious to offer a genuine service to education because it will help free them from the competition of those institutions that peddle courses anywhere a group can be formed.

4. It is no secret that some misguided and truly ambitious teachers have permitted their paramount obligation—a good teaching performance—to become a side issue while they pursue graduate instruction. Superintendents should advise college officials when instruction in the public schools is suffering as a result of some teachers pursuing excessive graduate study. In fact, the entire graduate program other than summer school study and work done during leaves of absence should be worked out through conferences with the teachers, the superintendents, and college officials.

5. Experience gained through noncredit workshops, conferences, study projects and similar activities should be evaluated in terms of equivalent college credit by the superintendent and college officials when applied to salary schedule ratings.

Help Colleges Revise Their Programs

6. The school board should determine from the superintendent the types of courses and other upgrading experiences that make for better teaching, and weigh their value in determining salary schedules. Thus the demand for teachers for courses in methods, materials of instruction, and content subjects in fields taught, as well as any others making for better instruction, would cause the colleges to revise some of their offerings to be in keeping with the demands of the public schools and not solely the convenience of the colleges.

7. It is the superintendents' responsibility to report to college officials instances of

college courses wherein the content or method of instruction is of dubious value. This is altogether proper because as long as the completion of these courses is used as a yardstick for better teaching, the superintendent is entitled to honest tools for making such measurements.

8. Superintendents should discourage the organization of courses within the system that are taught for college credit by members of his own staff. Desirable as some of these courses have been in some instances, there is present too much potential danger. Not because a prophet is not without honor save in his own country, but the pressure on teachers either actual or assumed makes for an undesirable situation. If school systems have staff members or teachers who are capable of making a definite contribution to the improvement of instruction, these persons should be relieved of other duties in order to offer this instruction as a local study project run by the local system on a voluntary basis with no cost to the teachers and no college credit involved. This instruction should, upon the recommendation of the superintendent, be considered the same as any other type of equivalent college credit for salary purposes.

Local Projects Deserve Encouragement

9. College instructors should be invited by the superintendent to work with groups of teachers on projects associated with local school needs. These projects may be surveys, curriculum revision studies, establishment of guidance programs, and similar types of activity. Active participants in these projects should also be given equivalent college credit in determining salaries. In some instances the colleges may give credit for this type of instruction. Such credit is justifiable if recognized standards are maintained.

Graduate study for teachers will be more meaningful and have more justification for use as a determining factor in salary schedules when the true purpose of the relationship between the salary schedules and graduate study is made apparent to all concerned. Citizens can be convinced of the wisdom of giving greater compensation for better teaching, but they and their children are not benefited by nor concerned about graduate instruction that does not make for better teaching. The colleges know this. A little encouragement from the direct purchaser of courses—teachers and superintendents—and the indirect purchaser, the taxpayer—will make for much improvement in graduate instruction.

*Dean of East Carolina Teachers' College, Greenville, N. C.

¹Master Teachers: A Program of Graduate Study, by Leo W. Jenkins, The Clearing House, Sept., 1948, p. 9.

Factors to be Considered in Teachers' Salary Schedules

Stuart Anderson, Ph.D.*

Administrators, faculty committees, and school board members sooner or later are confronted with the issue of teachers' salaries. In some school systems fairly comprehensive salary schedules are in effect, while in many others teachers continue to bargain individually and administrators pay the market price for their services.

In an attempt to aid individuals who are faced with the problem of establishing a new salary schedule, or of revising an old one, the following outline of "Factors to be Considered in Teachers' Salary Schedules," have been compiled. It may not be feasible, or even desirable, to include all of the factors listed. The materials presented should be adapted to the philosophy, needs, and resources of the local community. Some cities have enlisted the services of competent consultants from near-by colleges and universities to work with the local committee in planning and implementing a new salary schedule.

Factors to be Considered in Teachers' Salary Schedules

1. Minimum Salary

Substitutes (per diem salary)
Two year or 60 credits
Three year or 90 credits
Bachelor's degree or equivalent
Master's degree or equivalent
Doctor's degree

2. Maximum Salary

Substitutes (per diem salary)
Two year or 60 credits
Three year or 90 credits
Bachelor's degree or equivalent
Master's degree or equivalent
Doctor's degree

3. Salary Increments

Annual: amount
Service: years, amount, and qualifications
Number of years to reach maximum
Limitations and barriers

4. Application of New Salary Schedule

Present faculty
New faculty members
Date effective
Legality

5. Cost-of-Living Bonus

Base salary to determine amount of COL
Amount
Consumers' Price Index, U. S. Dept. of Labor Combined Index in "Survey of Current Business," U. S. Dept. of Commerce
Flexible: may go up or down
Date determined
Date effective

6. Special Teachers

Kinds: agriculture, home economics, in-

dustrial arts, music, guidance, audio-visual aids, athletics

Provisions

7. Prior Experience Credit

Provisions
Maximum: 4, 5, 6, or more years

8. Men Favored

Amounts
Marital status: single or married
Method of payment

9. Summer School

Frequency: every 3, 4, 5, 6, or seven years
Minimum attendance:

Two-year graduate
Three-year graduate
Bachelor's degree
Master's degree

Credit requirements

Courses
Number of credits, minimum
Quality of credits, grades received
Institution, accredited

Bonus, compensation, or reimbursement for attendance

Amount
Method of payment

Substitutes in lieu of summer school attendance

Travel
Night school, extension course, correspondence courses
Work experience
Professional meetings, writings, organizations, speeches
Community service
Others

Penalties for noncompliance

10. Recognition of Meritorious Service

Provisions
Permissive or specific
Above maximum on schedule (super-maximum)
Amounts: \$100, \$200, \$300
Number of extra-increments or double-increments

Recommendations

Superintendent
Principal
Supervisor
Salary Committee

11. Sick Leave Provisions

Annual: number of days, 5, 7, 10, 15, 30
Cumulative up to: 30, 60, 90 days

Reasons for absence

Personal illness or quarantine
Illness or death in immediate family
Marriage or birth
Court summons
Special reasons

12. Compensation for Extra Services

Kinds of services
Athletics
Major sports
Minor sports
Intramurals
Music
Orchestra
Band

Choir
Publications
Paper
Annual
Dramatics
Finances
Bookstore
Department heads
Deans
Director student activities
Others

Amount of compensation
Method of payment

13. Probationary Period

Length: 1, 2, 3 years
Experienced teachers
Teachers without prior experience
Conditions

14. Appointment of New Teachers

Teachers without prior experience
Experienced teachers
Local residents
Nonresidents

15. Leave of Absence

Sabbatical leave

Reasons

Personal illness
Additional training
Military service
Others

Provisions

Compensation: amount and method of payment
Eligibility for leave: years in service
Physical examination on return

16. Salary Schedule Committee

Composition: teachers, administrators, school board

Purpose

17. Term of Employment

Months: 9, 10, 11, or 12
Dates: specific and inclusive, i.e., August 20 to June 20.

18. Dependency Allowance

Family allowance:
Heads of family (State of Wisconsin Income Tax Division)

Amounts

Partial or complete dependency

19. Retirement

Age
Compulsory or voluntary
Other provisions

20. Advancement on Salary Schedule

Satisfactory rating
Automatic
Barriers to insure professional growth
Reasons for failure to advance, in writing

21. Placement on Salary Schedule

New teachers
Present staff
Board of education reserves right

22. Minimum Qualifications for Employment

College graduate
North Central Association standards

23. Method of Payment

Frequency: 9, 10, 11, 12, 24
Time: calendar month or school month

24. Miscellaneous Provisions

Schedule flexible during teacher shortage
Teacher's contract on other side of salary schedule
Teaching is a full-time profession
Salaries constitute an annual service income
All teachers should have a copy of the salary schedule

*Assistant Professor, The Stout Institute, Menomonie, Wis.

Teaching Load and Salary Differentials

J. Lloyd Trump, Ph.D.*

One of the knotty problems encountered in school administration is concerned with equalization of teaching loads and the associated problem of whether or not to pay salary differentials for those whose teaching loads are heavier than what has been agreed to be the normal load of faculty members. The solution of these problems has a direct bearing upon faculty morale. Unless the faculty, superintendent, and board of education accept a sound basis for equalizing loads or paying salary differentials, a basic salary schedule is in reality not a schedule at all. Teachers, moreover, will be discontented if efforts are not made to distribute teaching loads equitably among the staff. This article reports how one high school in Illinois studied these problems and came to a solution accepted by the faculty, superintendent, and board of education.

The high school represented in this report enrolls slightly over 1150 students in grades 9 to 12 inclusive. There are 56 high school teachers. The preliminary organization for the study of these problems of teaching load and salary differentials included six faculty members, the superintendent, and a university consultant. The university consultant in this particular case simply helped plan and develop policies; ordinarily a consultant would not be necessary in the procedures to be described in subsequent paragraphs.

Questions to Be Answered

The first phase of the study consisted of a discussion in which some of the history and current status of problems of teaching load and salary differentials in the local high school and, to a certain extent, in other high schools was clarified in the minds of the faculty and committee. In this preliminary discussion the following general questions were listed as those requiring answers before a series of recommendations might be made to the board of education:

1. What is the work of a teacher in this high school?
2. How may variations in faculty responsibility be evaluated?
3. What should be done about inequalities in time spent by different faculty members?
4. How may special problems growing out of supply and demand for certain types of personnel be recognized?
5. How should the program of equalizing teacher loads and paying differentials be administered and supervised?

The Work of the Teacher

The first task set by the committee was that of defining the job of a teacher in this high school. This study was divided into two phases, the regular classwork of a teacher and the responsibilities connected with extraclass activities. The committee decided in studying the work of a teacher that community activities on the part of the faculty not required by the school system as a part of the job would not be included in tabulating the total number of hours spent by faculty members. Such activities are the responsibility of good citizens regardless of vocation.

Class Activities — Time spent in classwork was to include hours actually spent in the classroom plus time spent outside the classroom in preparation for class activities, marking papers, giving personal help to students, and conferring with parents. A decision was made not to consider load differences in relation to number of students in class, the committee believing that efforts should consistently be made to balance class size so that differentials of this nature would not be significant.

Every activity of the school related to the school day was discussed and analyzed by the committee in consultation with appropriate persons. The study included regular classroom teachers, department heads, study hall supervisors, faculty members working with school publications, visual aids, school treasury, music, and physical education, special counselors, deans of boys and girls, school nurse, librarian, and teachers of vocational subjects. After careful explanations had been made in faculty meetings by committee members, questionnaires were distributed to all faculty members. Discussions were held in several cases with individual faculty members where there was some doubt regarding interpretations of the questionnaires. All of the data were ultimately analyzed by the committee, different types of work were equated, and conclusions were accepted by the faculty.

On the basis of these investigations there was agreement that the job of a classroom teacher in this high school involved 25 hours per week in actual class instruction or its equivalent plus 15 hours per week in activities associated with class instruction but performed outside the classroom. As a matter of fact, the range in time required outside of class was from 10 to 18 hours with the average being 12.5 hours. There were, of course, some teachers who spent considerably more time than that indicated. The committee believed, and this idea was accepted by the faculty, that

teachers who spend more than 15 hours per week in connection with class instruction should re-evaluate the time thus spent. Perhaps, for example, less time should be spent by a teacher in grading papers and more time spent in co-operation evaluation of written work by students and teachers during class time.

Extraclass Activities — Similar procedures were followed in analyzing time spent in extraclass activities. The study included 78 different types of activities. Consideration was given to the problem that some of the time was spent during the school day while other time was spent after 3:30 p.m. Consideration was given to the problem of whether or not as much time should be spent as was reported by certain sponsors. For example, a decision was made co-operatively that the selection of a queen and court of honor and the accompanying training of these students for the junior prom was not worth 30 hours of a faculty member's time. Incidentally, to put on the junior prom each year in this high school required a total of 343 hours of faculty time. On the basis of a 40-hour week, this would mean the equivalent of one person working more than eight weeks full time for this one activity alone. The faculty, consequently, re-evaluated many of the activities and standards were evolved regarding the number of hours to be devoted to numerous extraclass activities. A table was then prepared showing the total number of hours devoted by each teacher to extraclass activities.

The Knotty Problem of Responsibility

Degree of Faculty Responsibility — An evaluation of the relative amount of faculty responsibility connected with both class and extraclass activities was also a necessary task assumed by the committee. A decision was made that no differences in responsibility with respect to teaching regular classes would be recognized, the assumption being that all teachers bear equal responsibility irrespective of a particular area of instruction. However, with respect to the sponsorship of extraclass activities, the committee immediately recognized that there were considerable variations in the responsibility assumed by different faculty sponsors.

The following factors were included in an evaluation form in an effort to determine the relative responsibility assumed by sponsors of different extraclass activities: three factors pertaining to student welfare, namely, mental, moral, and physical, number of student participants, contribution to school morale, number of interschool appearances, number of intraschool appear-

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ances, number of public appearances, size of student audience, size of adult audience, publicity, funds handled, necessity of checking eligibility, amount of property handled, necessity for making money, requirements of meeting deadlines, necessity of working with individuals not connected with the school, difficulties in securing student co-operation, and difficulties in securing faculty co-operation.

Each sponsor was requested to make an evaluation of the amount of responsibility involved in his activity by rating it with respect to each of the foregoing factors on the following five-point scale: (1) negligible, (2) some, (3) normal, (4) considerable, and (5) extreme. These evaluations were then studied in detail by the committee. On the basis of the reports, along with conferences with individual faculty members, all of the extraclass assignments were grouped according to the amount of responsibility involved in each. There are four groups in the final classification with the following distribution of numbers of activities in each: 19 (largest responsibility, 13 (next largest), 31 (average), and 15 (smallest responsibility), activities respectively in four groups.

Responsibility Factor Applied to Extraclass Hours—A decision was next made to weigh the hours of extraclass assignments on the basis of responsibility. This was done by means of multiplying the number of hours for each activity by a responsibility factor. The multipliers based on the groupings described in the preceding paragraph were as follows: Group A, largest responsibility, 1.2; Group B, next largest responsibility, 1.1; Group C, average, 1.0; and Group D, smallest, .9. The weighting, of course, did not imply the relative worth of the different activities; it simply meant the amount of responsibility which sponsors assumed on the basis of the ratings previously described. The total number of hours spent by faculty members in this high school in extraclass activities, after adjustments were made in relation to the responsibility factors as described, varied from 9 to 1403 hours.

Total Hours of Work of Teachers—When the hours spent in extraclass activities were added to the hours for class activities, as described in preceding paragraphs, the range in total hours spent in connection with the work of a teacher in this school was from 1399 to 2531. The average number of hours spent was 1,720.93 per year. The work of the teachers, in other words, in this high school constituted about 48 hours per week for the 36 weeks that school was in session. Such a work week would seem excessive in comparison to those of other occupations were it not for the fact that teachers do not work the year round. If schools were in session a longer period, the work might be spread out better so that the typical work week of 40 hours might be developed. As a matter of fact, it would require a school

year of 43 weeks at 40 hours per week to equal the present 1721 hour program.

Equalizing Teacher Loads and Paying Differentials

Having discovered what the work of the teachers in this high school was, the faculty through its committee was then faced with deciding what recommendations should be made to the board of education. The following alternatives were among those possible: (1) the board might employ extra staff members so that no individual would work more than 40 hours per week for 36 weeks; (2) the board might decide to employ extra staff members so that no one would work more than 48 hours per week for 36 weeks; (3) the board might pay salary differentials to those individuals working more than 1721 hours per year. After considerable discussion, the committee in this school decided to recommend that the normal work of a teacher should not be in excess of 1760 hours per year as now constituted. This figure allowed for the inclusion of some committee work and miscellaneous activities not included in the 1721 hours previously reported. For purposes of comparison with other workers, this would mean that teachers in this high school work the equivalent of 44 weeks of 40 hours per week. Added to this total would be time required by the board of education for periodic summer school attendance or other phases of professional growth. Teaching thus becomes a full-time, year-round job, comparable with work in other fields.

Steps were then taken by the committee to equalize teaching loads so that most of the faculty members came under the 1760 hours' figure. Those few teachers whose load was in excess of 1760 hours were recommended for salary differentials to the superintendent and board of education.

Administration and Supervision

The committee and faculty recognized that factors of supply and demand with respect to certain personnel could not be overlooked. Consideration had to be given to what constituted the "going wage" for certain persons, namely, athletic coaches, band directors, dramatics coaches, and the like. The committee, therefore, investigated the salaries being paid for these services in certain other schools. On this basis a decision was made that the amount of salary differentials to be paid at this time for teachers with loads of over 1720 hours would be \$1 per hour. This figure was a way of meeting the problem of "going wage" rather than any effort to evaluate the worth of the services. If the "going wage" had been higher, the committee might have used a figure of \$1.25 or \$2 or less than \$1 had that been indicated. The important thing is that all of these decisions were openly made by the committee and the faculty.

The final activity of the committee was concerned with the development of a plan for administration and supervision of the policies governing teaching load and differentials in salaries. The recommendation was approved that a permanent committee be created to be known as the Advisory Committee on Teacher Load and Salary Differentials. This committee is to be elected by the faculty for two-year terms with one half of the committee retiring each year. It is the responsibility of the committee to make adjustments from time to time in teacher loads in an effort to equalize loads as evenly as possible. It is also the responsibility of the committee to recommend salary differentials to the superintendent when salary differentials seem to be the only immediate solution to a given problem.

A procedure has thus been devised for continuously deciding issues relating to the teaching load and salary differentials. Teachers have a definite procedure for taking up grievances through their elected committee to the superintendent and the board of education. The data upon which decisions are based is known to all members of the faculty as well as to the school administration.

A Few Conclusions

The readers of this report are, of course, cognizant of the fact that the subject of this study is a very difficult one for many reasons. The committee and the faculty were dealing with many intangibles when they discussed the services of teachers to a school system. Some teachers because of unusual interest and enthusiasm will always devote more time and energy than might be regarded as a satisfactory average. Some workers will always be more efficient in utilizing time and energy than others. It is always difficult to decide just what pay anyone should receive for doing a given piece of work.

The committee and faculty, on the other hand, deserve commendation for attacking co-operatively this difficult problem and developing recommendations based upon discussion and conclusion rather than having this matter handled as it typically is in many schools by the school administrator and board of education alone. School administrators might well emulate the practice followed in this high school in having these problems discussed and resolved by the faculty. Such decisions accepted by the faculty are far more satisfactory than decisions arbitrarily made by school administrators.

Obviously, this faculty will revise from time to time the decisions made during the past school year. The important thing is that the faculty as a group participate in the making of the decisions. Certainly, these procedures represent one step closer to fairness and equality in meeting one of the difficult problems in the management of a public school.

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Merit Rating of School Personnel

R. H. Hamstra *

In the March issue of the *SCHOOL BOARD JOURNAL*, Dr. Earl H. Hanson, a Midwest school superintendent, gives vent to some hostilities against what he terms "merit rating." Speaking of instances where "merit rating" has failed in school systems the whole of his argument is contained in these words: "They should have recognized its psychological wrongness; they should have known that without fair scales rating is itself unfair; they should have foreseen the destruction of the team spirit in supervision and teaching; and they should have known that the community would reject it when it found that only a part of its children could be taught by superior rated teachers."

Robert Littler, an attorney, takes issue with Dr. Hanson's point of view with his query, "Why is teaching an exception?" He contends that industry makes merit rating work and inquires whether "... principals and superintendents are so incompetent as a class that they cannot (exercise their own free judgment)." Dr. Hanson forthwith arises to the defense of his kind with perceptible delight.

Unfortunately neither discussant ever gets around to the point of telling us what he means by "merit rating." It seems that "merit rating" is *either* something one favors *or* bitterly opposes. The Aristotelian law of the excluded middle creates many such uncomfortable discussions even in our day. Despite the efforts of the semanticists we still use language in this two-valued way to describe other language which initially lacks an objective referent. Although Dr. Hanson protests being pushed into an "untenable and extreme position" it can only be commented that he created his own breed of "purple cow." Locked in this orientation the only way the reader can possibly take sides in this debate is to be influenced by the color appeal of the contestants' language.

The simple fact is that Superintendent Hanson believes in and practices merit rating. Mr. Littler, on the other hand, wonders if it can't be more extensively applied. Actually the issue of using or not using merit rating has not been broached although the uninformed reader of the articles might easily believe such was the controversy. Specifically, the discussion only concerns methods and techniques for reaching undefined goals.

Supt. Hanson states that the Rock Island salary schedule provides for withholding salary increments from any teachers who prove unsatisfactory and ultimately

for dismissing them if they do not improve. This, most certainly, is merit rating regardless of the system employed. Merit rating exists wherever wages are paid and it cannot be shut on and off like a tap of water. If salary action is taken, it is assumed that such action was merited. Dwight E. Beecher, writing in defense of merit rating in the August issue of the *SCHOOL BOARD JOURNAL*, makes this same point when he states: "Teachers are, and always have been, appraised for re-employment, for tenure, and often for extra increments." Furthermore, let me hasten to add, such appraisal contains all the disputed elements of subjectivity in its pure and unadulterated form.

Mr. Littler, on the other hand, never quite gets around to the point of making clear just how far he thinks merit rating should go. He believes the idea is feasible in principle and that it fills a distinct need in salary administration. As proof of the fact that merit rating can be extended in a more formalized manner, as applied to teachers, Mr. Littler cites the experience of industry and infers that industry has all the answers to the problem. He seems to be unaware of the "thousands" of locked doors behind which rattle the skeletons of formalized merit rating plans that have failed.

Merit Rating Evaluated

Let's take a look at some of the things we know about formalized merit rating based on the experience of business and industry. First of all, it must be admitted that "merit rating" is probably the least polished of any of our personnel tools. No one can refute any of the arguments which Supt. Hanson has made against it as it has frequently been used. However, to say that something is difficult is not to argue that it is unworthy. Two generalizations can be made about the effectiveness of merit rating: (1) No merit rating system is any better than the status of the people who operate it; if the responsibility for its completion is merely a clerical duty, any formal plan had best be abandoned. (2) No merit rating plan is any better and seldom any worse than the people affected by it believe it to be. If the people who participate in and are affected by a merit rating program consider it sound and equitable, who is to argue that it is not? Accordingly, the disputed element of subjectivity has no bearing on the issue whatever. The only problem is: *How do you convince teachers that their salaries are being properly administered?*

Now let's look at merit rating as applied to school teachers. I believe I am correct in stating that most school systems estab-

lish salary schedules with graded increments based on length of service. Further offsets are frequently added for possession of advanced degrees or special training. Ordinarily, either teachers receive these increases or are dismissed from the school system, except, as Supt. Hanson suggests, these increments may sometimes be withheld in the hope that this withholding will offer an incentive to the teacher in the forthcoming year: I made the point above that this constitutes merit rating. One or more of the teacher's superiors must make a *decision* concerning the type and extent of action to be taken. The mere fact that increases are ever given is merit rating of a type.

A further extension of merit rating would probably contemplate something much different. Beyond the control of upward mobility from one increment to another, it would assume the fluctuation of salary in direct magnitude to the results of the rating; i.e., a teacher's salary might change from rating period to rating period the same as a machine operator's pay would vary to his piecework output. One cannot be certain that Mr. Littler, by reference to piecework systems, implies that merit rating as applied to salaries should be extended to this extreme. I seriously doubt that this is what he means because, subject to correction, I know of no instance in United States industry where this has worked out satisfactorily. To speak of incentive systems, i.e., piecework, commissions, bonuses, etc., in the same breath with merit rating is a serious distortion. As a matter of fact, I think it would be safe to say that the majority of merit rating plans in American industry are not used directly in salary determination, even of the type we are discussing here. I don't wish to overburden the point but it should be clearly understood that American industry pays lip service to merit rating far in excess of its actual practices. For example, I know of only one company of any size where a union has consistently accepted the results of merit rating in lieu of seniority. Again, this is not to argue against a systematic merit rating procedure.

Merit Rating Is Unavoidable

If teachers are promoted, or transferred, or given salary increments, or dismissed, somebody makes a judgment, perforce a subjective judgment. These judgments are influenced by all the factors and are beset with all the dangers that Supt. Hanson fears in formalized merit rating systems. Actually he has only pointed out the problems which are part of *every* salary administration plan. Reduced to its true in-

*Personnel Consultant, member of the firm of McMurtry, Hamstra & Co., San Francisco 2, Calif., and Vice-president, Robert N. McMurtry & Co., Chicago, Ill.

tent, I don't believe that Supt. Hanson is attacking the principle of merit rating. Instead, he is high-lighting the danger of letting some mechanical procedure take the place of intelligent judgment.

By definition, a formal plan of merit rating is only a common sense way of rendering a series of judgments internally consistent. This can be its only real function. Its essence is not competition, as has been inferred by both writers; it isn't a matter of finding a "winner" who may "kick cinders in an opponent's face," because it does not, as Supt. Hanson infers, necessarily imply a predetermined distribution of rating results which create artificial distinctions. Divested of its competitive spirit, merit rating is much easier to understand. Its sole function is to remove the elements of bias and injustice from *rating which must be made anyway*.

Mr. Beecher, in his brief article, puts it this way: "If the principles . . . are sound, we are not justified in casting aside the whole idea of merit salary schedules just because certain administrative problems attend the application of these principles." And the principle of merit rating is sound if only because it is unavoidable. To argue that some of the attempts to find suitable systems have not been rewarded with success does not relieve the administrator of the responsibility of finding a workable system.

Supt. Hanson desires good spirit and teamwork among teachers. He feels that sound salary administration plays a big part in achieving this goal. We agree but we are a little concerned that he feels it can be achieved by ousting this ogre, "merit rating," thereby convincing the teachers that they are being equitably compensated! Remember, somebody still has to exercise administrative judgment even after the merit rating system has been abolished. Given the wisdom of Solomon, this administrator will inevitably be viewed by some teachers as a benevolent despot granting his largesse to the faithful few. Many superintendents, as a matter of fact, strive for this "personalized" touch and are convinced in their own minds that they are creating "good spirit and teamwork" thereby. I assert, without fear of contradiction, that an independently conducted "Morale Survey" will disclose the utterly shattering effect upon teacher morale in any school system where such benevolence is practiced.

Dangerously, the administrator who feels himself the least tainted with morale shattering practices may be the worst offender. Unconsciously he uses salary adjustments as a means of making the employees dependent upon him. Such a superintendent might be described as genuinely interested in his employees. He wants to see them happy, to bring their problems to him, to be a happy-family group with "that friendly co-operative team attitude." A casual observer might easily be impressed

with such a school system because there will be a coterie near the superintendent who bask in his warmth and all seems congenial. Off to one side will be a group who see through him and hate him; these teachers are frequently passed over lightly as the "chronic malcontents." But here is what will be found with further probing: lethargy, lack of desire to assume responsibility or added work (except by those very close to the superintendent), and a complete absence of new ideas coming from the rank and file. Worst of all, there will be evidence of hostilities between teachers individually or between their informal groups because every person is automatically, although unconsciously, a threat to every other person for status in the eyes of the superintendent.

The best intentioned superintendent can find no speedier way to wreck morale than to keep salary decisions sealed up between himself and the board of education. The effects of this type of leadership are shown clearly in the now famous autocracy-democracy experiments of Kurt Lewin. The thing which is most frequently overlooked is that benevolence is an insidious and damaging type of autocracy. Morale is not developed by talking about it or by having a spirit of good will. The core of any morale problem is that no adult can feel dependent and successful at one and the same time.

The clear-cut answer to high morale, developed by the Lewinian experiments, is "democratic work teams." The application of this type of thinking in business and industry has produced amazing results. Under it, people present fewer performance problems, work with greater motivation, and allow the administrators more time for constructive planning and true leadership. Obviously, if salary administration is going to be handled on a "democratic work team" basis, it must be systematized as must all team activity. This unavoidably means *merit rating*.

Formulating a Merit System

If merit ratings must be made, what is the best way to make them? One of the problems which has troubled Messrs. Hanson and Littler is that such ratings are subjective. The term "subjective" has crept into the discussion as synonymous with the term "unreliable" which, when collectively applied to the term "merit rating" has been given the connotation of "unfair" (" . . . without fair scales, rating is itself unfair"). Another semantic foul ball has been hit.

Subjective judgments can be accurate. The techniques for rendering them precise are taught in every course in experimental psychology. Let educators remember that "subjective" refers to something besides essay examination grading. Let them also put some of their college training to practical use. Derogation of merit rating because it uses subjective measurements is only an avoidance of the problem. *The*

judgments have to be made and they will always be subjective.

Regardless of the system employed, the major variable in the success of a merit rating system concerns the attitudes of people, teachers in this case. Whether we like it or not, the correctness of any wage is primarily determined by peoples' attitudes toward that wage — the attitudes of all the people upon whose position it impinges; other teachers, the community, etc. A fixed and immutably "correct" wage for every job does not exist, hence there are no magic formulas for its computation. Serious mistakes have been made in the past by trying to treat wage matters as engineering problems rather than as problems in human attitudes.

Since wages are dependent upon the determination of attitudes, the measurements must necessarily be subjective. Subjective judgments wrung free of inconsistency, bias, and prejudice can have micrometer-like accuracy. The ways of achieving this "wringing out" are in the literature and are not the subject of this article. The question is how to build around these basic techniques.

By all means, let the teachers and the nonacademic staff build and devise their own merit rating system. There is an all too prevalent tendency for school administrators to follow the leader and to import systems and procedures from other school systems, as reflected by the incredible number of surveys which are made. The matter is as simple as this: Because wages and attitudes are tied so closely together, a Merit Rating Committee, composed of those affected, can't go wrong in the system they devise if they are allowed to function properly!

I would suggest that a committee be selected by democratic means with representatives from interested groups: secondary teachers, primary teachers, custodians, etc., depending upon the size of the school system. Let them understand that a merit rating system is desired and, as administrators, you believe in its basic principles; but that you have never seen a system which seemed to meet local requirements. Their job is to find or devise such a system.

Fundamental to the successful operation of such a committee are these requisite conditions (again drawn from the Lewinian experiments):

1. Complete freedom to explore all possible solutions to the problem *within* clearly defined policy limits set by the board of education.
2. Equal participation by all members without outside interference which can split the group.
3. Security derived from the knowledge that the committee controls its own destiny; e.g., the merit rating plan can be altered if the need arises.
4. Progressive attainment of well-differentiated lesser objectives short of the final goal; i.e., a workable program.

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The last point is particularly important. Nothing will tear a group apart faster than to give it more responsibility than it can bear or goals which it considers unreach-able.

The committee should understand that it will get help wherever needed. To this end it is suggested that the superintendent be made an ex-officio member of the com-mittee. This does not mean that he will participate in any way other than to spell out school policy or to give technical as-sistance. Under no circumstance should he attempt to influence any decision; he may not even inject his own ideas! The question may arise about outside sources of information such as discovering what other schools may be doing, what advances industry may have made, or what consult-ants have to offer. All of these things are to be encouraged so long as the committee is left entirely free to make its own deci-sions and there is no attempt to superim-pose something ready-made.

The same basic principles which govern the formulation of the merit rating plan by the committee govern the means of obtaining its acceptance by the school em-ployees as a group. I wish to hammer home one basic point: The technical aspects of a merit rating plan, so long as fundamentals are observed, are far overshadowed by em-ployee attitudes toward the plan. These attitudes can kill a technically excellent

plan or make a mediocre plan a shining success; there is no need to learn this the hard way in your school system.

Merit Rating and Wages

Economic theorists once thought that wage variations could be bound by the formula of "the scarcity of resources and the multiplicity of wants." But the influ-ence of illegitimate forces have turned all wage theories into imposing arrays of ex-ceptions to the rule. For example, it is commonly thought that labor unions, as purveyors of labor, are primarily interested in wages, hours, and working conditions. One would, therefore, expect that wages would reflect the relative bargaining strengths of the parties. Actually such is not the case; unions are political entities whose central objective is "institutional survival and growth." Wages tend to be a part of a political pattern designed to per-petuate the incumbent leadership. It is little wonder that the topic of wages is both confused and controversial.

Certainly, in the inflationary era of post World War II, there can be no objective standards by which a wage can be defended conclusively. Wages make sense only as they are significantly related to the psy-chological acceptance accorded them by specific sociopolitical groups. Supt. Hanson has inferred this in his reference to the nonmonetary compensations in a teaching

job which are, in fact, very real. This is only another way of indicating the signal importance of peoples' attitudes. No salary structure today can establish its rightness or wrongness solely on the basis of eco-nomic comparison, whether it be compara-tive labor market rates, cost of living indices, or any other percentage of incre-ment.

The ultimate that can be achieved in any wage problem is to satisfy people that they have been dealt with intelligently, fairly, and held in proper relationship to those against whom they measure their success. Merit rating may not be the first step in straightening out the salary situa-tion in a school system. If the fundamental wage structure is wrong, then merit rating is of no avail. In this instance its counter-part, job evaluation, should be called upon. Basic job evaluation principles are exactly the same as those of merit rating. The major difference is that significant advances have been made in job evaluation tech-niques during the past two years which make less exploratory work necessary.

Job evaluation is the systematic ap-proach by which basic salary structures are determined; merit rating is the system-atic approach by which the structure is administered. There are no "winners" in either but merely a workmanlike way of doing a task which is unavoidable as long as wages are paid.

Meeting Children's Needs —

Tennessee's Pilot Program of Health and Physical Education—Part II

Adelaide B. Curtiss*

It's unfortunate words are so inade-quate. Take these two, "physical educa-tion." I'll wager the first picture to flash across the mind of many a school adminis-trator is that of a muscle-bound, saggy-bloomered, completely unlovely female. A female cavorting across field or gym and blowing her whistle loud enough to be heard 10 miles out at sea. Or maybe it's some muscled male with rippling biceps and leopard skin about to lift his weight or more in lead.

Quickly, for the sake of our nation's children, let us do away with this false impression and see instead their true meaning. Classroom teachers can help us.

Having carried out the new state pilot program of health and physical education in Tennessee's Montgomery County schools with an adaptability and determination heart-warming to see, they can speak from experience.

Physical education means power. The power to offer to boys and girls, poise of mind as well as body, eyes alert and aglow with health, bodies strong and erect, the keen wholesome joy of vigorous physical activity.

And the children of Montgomery Coun-ty schools can help us too. They'll say physical education means feeling good; feeling so good they could run to Dickson County and back without stopping—even once. They'll say it means games and dances they didn't know existed, and lik-ing them not only during school but at

recess and all their free time. They'll say that physical education means the fun of playing with their friends and other boys and girls they never dreamed could run so fast or dance so well.

Preprogram Thinking

But how did this understanding of ele-mentary physical education come about? Directed by Mary Louise Curtiss of Cleve-land, Ohio, the preprogram thinking took the following slant: Blame for the neglect of physical education in the elementary schools lies in the minds and energies of our leading health and physical educators. It lies with those men and women whose thought and opinion find expression in state teachers colleges and state depart-ments of education. Always their discus-sion revolves around the question, "Shall

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the specialist or the classroom teacher instruct in physical education in the elementary schools?" And at conventions, in classrooms, wherever one or more of them are gathered together, the discussion is hot, vigorous, and inconclusive.

Those who cannot reach the practical conclusion that it is impossible for every elementary school to have the services of a specialist in physical education maintain in their idealistic way that they must have a specialist or nothing. Those who accept the classroom teacher as a substitute do it wearily and resignedly. The thought of providing the classroom teacher with a system of physical education for use in the elementary schools seems to confuse them and fails to excite their interest.

This division of thought, this stubbornness and apathy result in a loss of respect for physical education in our state teachers colleges and state departments of education which in turn results in inadequate programs of physical education or none at all in the nation's elementary schools.

Therefore, we in Tennessee must recognize the classroom teacher's role: our teacher-training institutions must offer to the prospective classroom teacher a system of physical education with definite methods and materials slanted toward the unique and particular requirements of the elementary school situation; we must provide the necessary special supervision for this field.

Co-operation of State and County

As a result of such constructive criticism of the situation, the following co-operative plan was put into action by state and local school administrators: sponsored by Tennessee's state department of education and

Austin Peay State College (the teacher-training institution in Montgomery County—proving grounds for the pilot program) Miss Curtiss offers methods and materials of elementary physical education to the prospective classroom teachers and the classroom teachers in service. Sponsored by N. L. Carney, Montgomery County superintendent of schools, she supervises physical education in the county's elementary schools and co-ordinates the efforts of both the state and the county in the over-all state pilot program of health and physical education.

Immediate Aims

Consider now the three aims of physical education in Montgomery County: (1) to satisfy the biologic and social needs of growing, developing children; (2) to cultivate in them wholesome qualities; (3) to foster an interest in activities for childhood's free playtime and the recreation of adulthood.

Biologic Needs

Unlike Topsy, children should grow and develop. The time for this development is not after growth has occurred, but during the growth. The human organism is composed of distinct systems. An individual is properly developed when these systems have their appropriate strengths and powers fully matured. The fact that nature lingers along over the development of the muscular system before going on to mature the brain and its powers should be significant to school administrators. Childhood and youth are periods of growth in mass and in development of motor skills and strengths featured in elementary physical education. Later, based upon the sequence set by nature, the mental powers mature.



Handwashing is learned by daily practice.

Social Needs

Many critics of elementary physical education use the rural communities as their stamping grounds. They say that the children in these communities receive sufficient exercise doing the chores of house and farm. They scoff at the suggestion that these children, perhaps more than any others, need different types of exercise, that the chores are not teaching them to play together as socially adjusted beings.

The physical education period, perhaps the most democratic period of the day, is the training ground for future society. Here the shy, the weak, the slow, the brave, and the bold work together as a team. The strong and skilled support and encourage the weak. The weak, now sustained and strengthened, play their best, forgetting themselves, remembering only their team. Classroom snobbery is quickly dispelled and in its place grows a tolerance and understanding. Socially and emotionally adjusted children accustomed to working and playing together in harmonious companionships, make for socially and emotionally adjusted adults.

Development of Wholesome Qualities

We teach children the rules of reading, writing, and arithmetic, and constantly test their learning of these subjects. We exhort them to be loyal, honest, and generous, and more than not, sincerely believe that is sufficient. The moral explanation of honesty, for instance, is necessary. It will impress a child and he will understand that dishonesty is wrong. As a precept to be expressed at all times, however, it will not be understood unless it is applied to the



Good food habits are best taught at the school lunchroom tables.



Outdoor play is the best basis of a physical education program.

child's life, and the child's life is his play.

The child should be constantly tested on the playground for honesty and many another quality. If he is made to understand on his own home ground, in his own play situations, that he must be honest if he is to expect honesty from his opponents; that dishonesty leads to distrust and suspicion; that his dishonesty may jeopardize the chances of others; that honesty is a quality common to the best liked leaders and followers; then a point will be scored for teachers and child alike. Honesty will no longer be merely a good quality. It will be the only sensible way of acting.

Child and Adult Recreation

Elementary physical education provides an opportunity to teach fundamental body movements and also wholesome group play. We are all interested in and enjoy what we do well, and if children attain some degree of perfection in the activities of their physical education periods they will introduce them into their own playtime. As children mature, physical education can continue to offer the skills and the techniques of activities suited to their growth and development. Thus, by instructing youth in absorbing, interesting play for their immediate leisure, adult recreation is insured.

Methods and Materials

But just how, by what means are these aims realized? Perhaps the adequate program can best be compared to an adequate diet. The aim of the lunch phase is good nutrition. To achieve this, the diet of the county school child is planned to be a bal-

anced one, and meals featuring all starches, all proteins, and such are frowned upon. So it is with the elementary physical education. All calisthenics are considered as undesirable as all starches, all games are as undesirable as all proteins. As a balanced diet is used to achieve good nutrition, so in elementary physical education, a balanced program is necessary for the achievement of its three aims. Let us visit one of the county schools — Fredonia, Salem, Oakgrove, four-teacher or one-teacher, it doesn't matter. The program is the same. The spirit is stimulating.

Here they come! Boys and girls out of their classrooms into the fresh air and unbelievable sunlight of Tennessee! Two lines of boys in front, two lines of girls in back, all facing their classroom teacher for exercises — the first activity for all grades. A phonograph, fed from an extension cord connected inside the school building, plays a rollicking polka while boys and girls perform exercises to develop muscles of trunk, neck, legs, and arms, and prepare them for the more vigorous activity to follow.

Now free movement in circle formation — the second activity for all, be it first grade or eighth grade. Lines of boys and girls merge, join hands, and step back to make one large circle. This time the record music is a stirring march and boys and girls take care to practice perfect posture as they walk, skip, hop, and run in a circle formation.

Folk dancing next. Maybe it's the simple Shoemaker's Dance for the little tots, or maybe it's the Virginia Reel or the Port-land Fancy for the older boys and girls.

Whatever the grade, whatever the choice, this is the time for children to learn about having wholesome fun together; to understand on their own level what is meant by courtesy and consideration; to appreciate the folk culture of their own land and those foreign and distant.

At last the games — the fourth activity. Simple, fun-to-learn-and-play games! Those involving the skills of secondary school sports, but simple enough for everyone to play in an open field or a crowded classroom. The boys and girls are building strong characters as well as strong bodies now. They're learning how to accept victory and defeat; they're learning on their own play level the meaning of fair play; they're learning that honesty is not only a desirable quality but that it pays off. They're learning to pull together as a team; they're learning that if they are to have rights and liberties, they must respect these same rights and liberties in others.

Upon his death a gentle and loving man once gave to children the flowers of the fields, banks of the brooks, golden sands, white clouds, odors of the osiers, and the long, long days to be merry in. Tennessee, through her pilot program of health and physical education in Montgomery County, is doing more than that. She is giving her children the heritage which is rightfully theirs: The chance to grow strong in body as well as mind, the chance to develop that character and those emotions so necessary for a richer and more abundant life.

In the writings of Mark Twain there is an essay describing the process of sounding

(Concluded on page 72)

Kansas City Schools Study Their Business Procedures *A. W. Gilbert**

Acting promptly in the directions indicated by the survey of business practices which it had authorized in August, the Kansas City board of education has already created the position of comptroller, moved the auditors to the comptroller's office, and called for a revised set of rules and regulations which will more clearly define the school's organization. Other changes are being planned.

Superintendent Harold E. Moore urged the board in June that "a study immediately be set up with an end in view of completely modernizing our budgeting and accounting system and the school business administration."

After some preliminary investigation, the study finally got under way in late August with Dr. John Guy Fowlkes, of the University of Wisconsin, in charge. The report was submitted to the board on September 25. Twenty-nine recommendations were made by the survey staff. In the main area of "financial organization and business management of the schools" the recommendations fall into five classifications.

1. Rules and Regulations

The investigators found evidence that each of two sets of rules (dated 1936 and 1942) was in a semiofficial state and recommended a complete revision with definite adoption by the board.

2. Business Office Organization

The survey report proposes to separate the offices of secretary to the board from that of assistant superintendent in charge of business, making the former a clerical position. There would be established the position of chief accountant (now called the comptroller) to be in charge of budgeting, accounting, and auditing, and a director of purchases and supplies. (At present, the director of supplies is also in charge of repairs, and therefore responsible to both the Business Division and the Buildings and Grounds Division.) Auditing would be a function of the accounting office, rather than of representatives directly responsible to the board. Because of need for the most efficient use of limited office space, the report suggested that the position of office manager be created.

3. Accounting

The major recommendations are that a more intensive annual audit be made, that "the certified public accountant be requested to make suggestions in his report of possible improvements in both the general financial policies and in the accounting

methods employed," and that a field auditor be employed to check on all school and so-called student funds.

4. Business Practices

Dispersion of a \$600,000 insurance fund was recommended. This fund was built up in the years when the school system was following a plan of self-insurance, and has since been used as a source of income for paying premiums on commercially written insurance which now totals \$17,300,000. Rearranging the insurance program so that one fifth of the premiums would come due each year was also suggested. The report recommends that "the present practice of board members distributing insurance be abolished," and that "school insurance be assigned on the ratio of total business transacted by various individual insurance firms."

"Property and liability on school motor-driven vehicles (should) be raised to at least \$100,000 to \$200,000," in the opinion of the surveyors.

The report criticized the inadequate protection of important business records against the hazard of fire, and proposed a continuous program of interpreting to the public the basic financial data of the school system.

5. The School Budget

According to the recommendations of the survey report, the superintendent would be responsible for making the annual budget, working through the board of assistant Superintendents, and using the special services of the business office. The budget would be set up following a specific calendar, with scheduled hearings before final adoption by the board. Recommended also was the plan of encumbering appropriations and of preauditing specific purchase requests.

As is naturally the case in such investigations, some of the recommendations deal with points apparently incidental to the main problem but important enough to the investigators in their firsthand study of the situation to be included in the report made by Dr. Fowlkes. Illustrative are the recommendations that "schools be operated for the usual term of ten months during the year 1948-49" (instead of for the 8-month school year contemplated when teacher contracts were written); that "a minimum satisfactory individual school equipment list be established and furnished to each school"; that "a wide variety of new special types of teaching and learning equipment be purchased"; that "consideration be given to the desirability of abolish-

ing the position of assistant superintendent in charge of personnel, with the superintendent of schools and the staffs of the assistant superintendents assuming the responsibility for preparing and administering job specifications and in-service training programs."

Board of Education Policies

The survey report also suggested revisions in the procedure for choosing board members, that the "board recognize by practice that it is a policy forming and not an administrative body," and that "the basis of the board's fiscal and budgeting policy should be a salary policy which guarantees a full year of employment to all permanent staff members."

In the background of this particular survey there are two important factors. One is the shift from a multiple to a unit system of administration which was made in 1940; the second is the failure of the voters to approve the school levy requested in 1948.

The unit system, though officially adopted by the board in 1940 and substantially in operation ever since, was never completed in all details by the adoption of a full-revised set of rules and regulations defining the specific functions of the various officers. Some confusion and overlapping of functions naturally continued.

In the spring of 1948 a vigorous campaign was waged for an increased school tax levy. For two years the schools had been voted a 3-mill increase above the constitutional 10-mill limit, but now an additional amount was needed. The voters turned down first an 8.5-mill proposal, and then, a few weeks later, a proposed 7-mill levy.

In the course of this campaign the need for the most reliable and detailed information on school finances was felt acutely, and Superintendent Harold E. Moore—who had assumed his Kansas City position in February—began taking steps to have a thorough survey of the system's business practices made by some competent outside authority.

Following approval of the study outline by the board, the survey staff spent about a week in Kansas City gathering data, and Dr. Fowlkes presented the completed report to the board of education on September 25, and to the Citizen's Emergency School Committee the next day.

Associated with Dr. Fowlkes in the investigation were Harold Ackerly, assistant superintendent of schools in charge of business affairs, Rochester, N. Y.; Dr. Glen Eye, and Dr. Russell T. Gregg, professors of education at the University of Wisconsin.

*Director of Research and Curriculum, Kansas City, Mo.

Measuring Efficiency in School Supply Purchasing

Thomas C. Little, Ph.D.*

School supply administration involves four major functions. They are selection, purchase, management, and use. Many school districts give little attention to efficient performance of the purchasing function. The states that purchase through a state-wide centralized purchasing plan are about the only states that give this function consideration on the state level. Only three states have a division of school supplies in the state department of education which assists local school authorities with their school supply purchasing problems.

Centralized state purchasing, when properly administered, provides the most efficient means of school supply purchasing if efficiency is measured in dollar costs or savings alone. However, school supply purchasing efficiency must be measured to a large degree by the extent that it contributes to the education of children and youth. Local school authorities are in a position to understand the educational needs of children. Only in local school districts can there be full staff and pupil participation in the selection and purchase of school supplies. For this reason school supply purchasing has remained chiefly a local school function.

Five Basic Criteria

Regardless of size local school districts can administer efficiently the purchasing function. A satisfactory purchasing procedure should meet the criteria of simplicity, adequacy, uniformity, convenience, and economy. To be simple a purchasing procedure should be unencumbered so that all unnecessary steps not contributing directly to other basic criteria are eliminated. Adequacy is measured by the extent that the purchasing procedure meets the requirements of the purpose it serves. Since the purpose of any function connected with schools is to make the education of the children effective, the criterion of adequacy more than any other basic criterion is directly related to the educational program of a school system. To be uniform the purchasing procedure must conform to a single set of rules that have been developed in the light of known principles which contribute to efficient administration. Convenience depicts the ease with which the purchasing function is performed. Economy is measured by the cost of administering the procedure and by the savings that are afforded through efficient administration.

Fifteen Principles of Buying

If school supply purchasing efficiency is to be measured by the extent to which it contributes to a sound educational program, certain principles must be considered. These principles govern buying for schools as they govern buying for other governmental agencies, private industrial buying, and even buying for personal use. A logical sequence in which these principles may be considered as they are applicable to purchasing for public school consumption is: (1) *organization for purchasing*, the structure of the administrative controls that govern buying; (2) *inventories*, listings devised for determining stocks of existing supplies; (3) *budgeting*, a systemized means of forecasting possible expenditures and anticipated revenues for a given purpose for a stated period of time; (4) *quantity determinants*, techniques for determining amounts of various commodities to be purchased; (5) *supply lists*, a catalogue showing all supply items, standardized by use, used within a school system; (6) *bidders' or vendors' lists*, a directory of commodity trade-group sellers serving a given locality; (7) *specifications*, written descriptions of articles to be purchased; (8) *time of purchase*, the time of year and regularity with which the purchasing function is performed; (9) *bid in-*

vitations, techniques used to request offers for sale of needed commodities; (10) *bid procedure*, the method of receiving quotations and offers for sale of needed commodities by interested vendors; (11) *choice of contracting vendors*, factors affecting the selection of the seller; (12) *contract award procedure*, the method or means by which successful bidders are chosen; (13) *receipt and inspection procedure*, the system of checks and certification attesting the delivery of the commodities purchased; (14) *payment procedure*, a system of remuneration of the seller for the commodities delivered; and (15) *emergency and supplementary purchasing procedure*, the provisions made for emergency and supplementary purchasing of school supplies.

The foregoing principles are incorporated in the score card that follows. This score card was developed to be used in a survey of school supply purchasing practices in the state of Kentucky. It was validated by a jury of competent judges who were asked: (1) to suggest major divisions of the score card; (2) to suggest degrees of excellence of performance of each major division; (3) to assign weight to each of the major divisions of the score card, as each appeared to be related to a total of one thousand points; and (4) to assign weight to each of the subheads of the score card, as each appeared to be related to the weight assigned to the major division under which it appeared.

Since the score card was constructed for use within the state of Kentucky, its validity is not claimed for other areas. However, there is no apparent reason why it cannot be used elsewhere.

School Supply Purchasing Practices Score Card

This score card is to be used for the rating of relative efficiency of performance of the purchasing function, in the purchase of school supplies, by individual school districts.

The numbers preceding each subhead of the score card represent the weight or value of that particular item. Check one subhead under each major division of the score card and transfer its allotted score to the summary table below. If more than one subhead under a major division is applicable, the score transferred to the summary table should be proportional to the frequency of use and to the weight of the individual practices that are combined. The individual district's score is the summation of the scores transferred. The possible attainable score is one thousand points.

Summary of Scores

Division of score card	Possible attainable score	Score of individual district
I. Organization	95	.....
II. Inventories	60	.....
III. Budgeting	70	.....
IV. Quantity Determinants	65	.....
V. Supply Lists	50	.....
VI. Bidders' or Vendors' Lists	60	.....
VII. Specifications	80	.....
VIII. Time of Purchase	55	.....
IX. Bid Invitations	60	.....
X. Bid Procedure	60	.....
XI. Choice of Contracting Vendors	65	.....
XII. Contract Award Procedure	60	.....
XIII. Receipt and Inspection Procedure	85	.....
XIV. Payment Procedure	60	.....
XV. Emergency and Supplementary Purchasing Procedure	75	.....
Total	1,000	.....

*Chairman of Education Division, Georgia Teachers College, Collegeboro, Ga.

Check List**I. ORGANIZATION**

- (95) A. Organized under a system of unit control, with the purchasing procedure prescribed by rules and regulations of the board of education and with authority to perform the purchasing function delegated to the superintendent or his immediate subordinate.
- (75) B. Organized under a system of unit control, with the board of education not prescribing the purchasing procedure, and delegating policy making and authority to perform the purchasing function to the superintendent or his immediate subordinate.
- (60) C. Organized under a system of dual or multiple control with the purchasing procedure prescribed by rules and regulations of the board of education, and with the authority to perform the purchasing function delegated to the business head or his immediate subordinate.
- (45) D. Organized under a system of dual or multiple control, with the board of education not prescribing the purchasing procedure, and delegating policy making and authority to perform the purchasing function to the business head or his immediate subordinate.
- (20) E. Organized under a system of either unit or multiple control, with the actual purchasing function performed jointly by the board of education and the superintendent.
- (10) F. Organized under a system of either unit or multiple control, with the board of education performing the actual purchasing function.
- (5) G. Organized under a system of either unit or multiple control, with no clear-cut authority for the performance of the purchasing function.

II. INVENTORIES

- (60) A. A continuous inventory maintained.
- (50) B. A quarterly inventory maintained.
- (50) C. A semiannual inventory maintained.
- (40) D. An annual inventory maintained.
- (20) E. A biennial inventory maintained.
- (10) F. An inventory conducted at greater intervals than every two years.

III. BUDGETING

- (70) A. Supplies or supply costs itemized in the annual financial budget and distributed under the appropriate major budget head.
- (65) B. Supply cost estimates distributed under the major budget heads in the annual financial budget.
- (30) C. Supply cost estimates budgeted but not distributed under the major budget heads in the annual financial budget.

IV. QUANTITY DETERMINANTS

- (65) A. The quantity of supplies to be purchased determined by a per-pupil unit estimate.
- (60) B. The quantity of supplies to be purchased determined by a per-teacher unit estimate.
- (60) C. The quantity of supplies to be purchased determined by a per-classroom unit estimate.
- (30) D. The quantity of supplies to be purchased determined by a lump-sum estimate.
- (15) E. The quantity of supplies to be purchased determined by a residue-of-finances-available estimate.

V. SUPPLY LISTS

- (50) A. A complete list of standard supplies developed and maintained by staff participation.
- (35) B. A partial list of standard supplies, consisting of the most commonly used items, developed and maintained by staff participation.
- (15) C. A complete list of standard supplies developed and maintained by administrative personnel without staff participation.
- (10) D. A partial list of standard supplies, consisting of the most commonly used items, developed and maintained by administrative personnel without staff participation.

VI. BIDDERS' OR VENDORS' LISTS

- (60) A. A full and complete list of eligible bidders, with a bidders' response record, maintained.
- (45) B. A full and complete list of eligible bidders, without a bidders' response record, maintained.

- (40) C. A partial list of eligible bidders, with a bidders' response record, maintained.
- (20) D. A partial list of eligible bidders, without a bidders' response record, maintained.

VII. SPECIFICATIONS

- (80) A. Specifications used that are specific but broad enough to allow more than one brand product to qualify; and used where testing facilities for tests for quality are available. (This may include any or all of the following types of specifications: trade name — and/or equal; statement of physical or chemical characteristics; a standard sample; or a description of purpose or use.)
- (60) B. Same as "A" where facilities for tests for quality are not available.
- (25) C. Specifications used that allow only one brand product to qualify.
- (10) D. No specifications used other than those suggested by vendors and agents.

VIII. TIME OF PURCHASE

- (55) A. Purchases made at such time as to assure delivery of the bulk of the supplies needed by the entire school system for one school year, with due regard given to market conditions and market fluctuations.
- (35) B. Same as "A" but without regard to market conditions and market fluctuations.
- (30) C. Purchases made at less than an annual interval, in quantities less than the anticipated needs for one school year, and at such time as a shortage in existing stocks occurs.
- (15) D. Purchases made to cover the supply needs for a period of time greater than one year.

IX. BID INVITATIONS

- (45) A. Mailed to selected vendors.
- (30) B. Appear in privately owned publications.
- (15) C. Appear in publicly owned publications.
- (15) D. Appear on public bulletin boards.
- (55) E. Appear in a dual combination of "A" and "B," "C," or "D."
- (35) F. Appear in a dual combination of "B" and "C" or "D."
- (15) G. Appear in a dual combination of "C" and "D."
- (60) H. Appear in a combination of three or more of "A," "B," "C," and "D."
- (5) I. Bids unsolicited.

X. BID PROCEDURE

- (60) A. Accepted on specifications.
- (40) B. Accepted on trade names.
- (15) C. Accepted on identical bids.
- (20) D. Purchases made on open market without formal bids.
- (10) E. Purchases made from salesmen or agents without formal bids.
- (15) F. Purchases made from local dealers without formal bids.
- (60) G. Purchases made co-operatively with other school districts or other governmental agencies through a competitive bid procedure.

XI. CHOICE OF CONTRACTING VENDORS

- (65) A. Selected on the basis of the lowest and best bidder, considering the best interest of the system.
- (45) B. Selected on the basis of the lowest bidder complying with specifications.
- (40) C. Selected on the basis of the lowest responsible bidder.
- (35) D. Selected on the basis of a firm's dependability.
- (20) E. Selected on the basis of the ability of a firm to deliver in the shortest period of time.
- (10) F. Selected on the basis of the vendor being a local firm.
- (0) G. Selected on the basis of personal factors.

XII. CONTRACT AWARD PROCEDURE

- (60) A. Contract awarded publicly by individual items as represented in the contract bid proposal.
- (35) B. Contract awarded privately by individual items as represented in the contract bid proposal.
- (35) C. Contract awarded publicly by entire contract bid proposal.
- (10) D. Contract awarded privately by entire contract bid proposal.

XIII. RECEIPT AND INSPECTION PROCEDURE

- (85) A. Provides for checks for quantity and quality, certification for payment, and laboratory testing of items where discrepancies are suspected.
- (65) B. Provides for checks for quantity and quality and certification for payment.
- (50) C. Provides for checks for quality and certification for payment.
- (45) D. Provides for checks for quantity and certification for payment.
- (20) E. Provides for certification for payment.

XIV. PAYMENT PROCEDURE

- (60) A. Allows payment to be made within 10 days after receipt of supplies.
- (40) B. Allows payment to be made within 11 days to 20 days after receipt of supplies.
- (40) C. Allows payment to be made within 21 to 30 days after receipt of supplies.
- (20) D. Allows payment to be made within 31 to 60 days after receipt of supplies.
- (10) E. Allows payment to be made 61 days or longer after receipt of supplies.

XV. EMERGENCY AND SUPPLEMENTARY PURCHASING PROCEDURE

- (75) A. Allows limited purchases by the administrative head,

subject to subsequent approval by the board of education.

- (50) B. Allows unlimited purchases by the administrative head, subject to subsequent approval by the board of education.
- (35) C. Allows limited purchases by the administrative head, not subject to subsequent approval by the board of education.
- (20) D. Allows unlimited purchases by the administrative head, not subject to subsequent approval by the board of education.
- (25) E. Allows limited purchases by various personnel, subject to subsequent approval by the board of education.
- (5) F. Allows unlimited purchases by various personnel, subject to subsequent approval by the board of education.
- (0) G. Allows limited purchases by various personnel, not subject to subsequent approval by the board of education.
- (0) H. Allows unlimited purchases by various personnel, not subject to subsequent approval by the board of education.
- (50) I. Requires that all purchases be made through the channels of the regular purchasing procedure.

Four Measures of the —

Characteristics of a Satisfactory Administrative Unit C. C. Carpenter*

School administrative units exist for the purpose of putting into effect an educational program in accordance with the general pattern established by the state. The organization of efficient administrative units, in many states known as school districts, continues to be one of the major educational problems throughout the United States.

Many attempts have been made, and are being made, to establish better patterns of school administrative structure. Regardless of the methods used in the reorganization of administrative units, the main purpose of reorganization is to establish the best possible structure for putting into effect the most efficient educational program. The use of the term "school district," as used in this article, is used interchangeably with administrative unit.

Optimum Services and Teaching Staff

The most important criteria of any school administrative unit is its ability to provide adequate educational services. It is assumed that this type of district would have under its jurisdiction all of the high school and elementary grades, including the kindergarten, as well as being capable of providing adequate adult education; classes for physically handicapped and mentally retarded; and classes below the kindergarten level, if they are needed.

Guidance, health, attendance, library,

audio-visual, and remedial services should be provided for all children. In order to provide these services, the administrative unit should have a minimum of 1250 pupils as a minimum, if possible; if not, it should have all of the children that are geographically available. For those districts that would still be so weak that they could not provide all of the necessary educational services, co-operation with adjacent districts in the provision of these services might be agreed upon. In some states the office of the county superintendent of schools might supplement the educational services of the local school district, or administrative unit. With this number of children, a faculty of fifty teachers, plus supervisors and administrators, will be required. Research and experience have shown that an administrative unit of this size will make possible the maintaining of a better teaching staff, resulting in a better educational program for boys and girls.

The size of a district will need to be judged by its geographical and economical aspects, which have been designated as ecological criteria. The proposed school district should center around at least one large community center. When more than one population center is included in a school district, elementary attendance areas should follow community boundaries, with the junior high school and high school attendance areas coinciding with the larger community pattern. In some communities it may be advisable to establish a school only

for the primary grades, and transport the older children to another area. The school district boundaries should be flexible, so that as community patterns change, a reasonable amount of change may be made in the school district.

Local Control and Supervision

One of the greatest objections to reorganization of school districts has been that it further removes the schools from the control of the local district. Care must be taken in reorganization not only to assure proper representation in the school board, but also for a maximum interest and participation of the communities in their schools. The latter may be partly accomplished by locating the elementary schools in regard to community patterns.

Many school districts as now organized are so small that they have little or no local supervision; or in many instances, as in California, several elementary districts constitute a union high school district, so that several superintendents, business managers, and directors of special educational services are employed in one union high school district. The integration and co-ordination of the educational program in many instances is not satisfactory. This same money could be spent more efficiently for the same services if the districts were unified, and would result in a more effective educational program.

At the present time, existing side by side, may be found wealthy and poor districts.

*Assistant Superintendent, Los Angeles County Schools, Los Angeles 12, Calif.

This is especially true in the more metropolitan and suburban areas. By the unification of school districts, resulting in a broader tax base, the children of the larger area can be provided with more and better educational services. This is not as important as it once was in those states that provide a large percentage of educational funds, and where there is a plan for appropriating state funds on the basis of equalization taking account the wealth per child of the school district. Even in those states, it can make a considerable difference in the amount of money available for each child.

Building Location and Community Patterns

However, when capital outlay is considered, it often makes the difference between adequate schoolhousing and educational slums, since all money for school buildings in many states is raised by district tax and bond levies.

The unification of school districts also makes possible the planning and location of school buildings to much better advantage, especially when community patterns are considered, and often can effect considerable financial savings.

In a recent study, an attempt was made to discover some of the characteristics of a satisfactory school district. As a result of the study, the following check list was developed. It is recognized that this is not complete or final, but it may serve as a guide in emphasizing fundamental characteristics of a satisfactory school district.

I. Criteria Relative to the Necessary Size of the School District

A. Will the school district be large enough to:

1. Provide both elementary and secondary educational services economically?
2. Provide elementary attendance areas of 175 pupils for six grades and kindergarten, or 225 pupils for eight grades and kindergarten? If community schools are planned, there should be one teacher for each grade, and a pupil-teacher ratio of 25 to 1.
3. Provide junior high and senior high school attendance units, or high school attendance units of not less than 250 pupils?

B. Will transportation be furnished to:

1. All high school pupils living beyond walking distance of the school and not require them to be on the school bus longer than fifty or sixty minutes?
2. All elementary school pupils living beyond walking distance of the school and not require them to be on the school bus longer than 25 to 35 minutes?



Mr. A. A. Knoll
Business Manager, Long Beach Board of Education, Long Beach, California. President, Association of School Business Officials, 1948-1949.

II. Criteria Relative to Ecological Relationships of the School District

- A. Will the elementary attendance units follow community boundaries?
- B. Will the high school attendance units follow a larger community pattern?
- C. Will the district be too large to be flexible?
- D. Will provision be made for local control of the educational program by a local board of trustees?
- E. Will the greatest possible consideration be given for community participation in the educational program?
- F. Will adequate provision be made for local initiative and adaptability?

III. Criteria Relative to the Ability of the School District to Finance an Adequate Educational Program

- A. Will the school district organize in such a manner as to provide the greatest possible equalization of assessed valuation per pupil?
- B. Will district taxes, plus state equalized apportionments, provide for the educational services described in Section I?
- C. Will the new district be planned so that its bonding capacity is large enough to finance school buildings adequate to house the educational services described in Section I?

IV. Criteria Relative to Educational Services Provided by the School District

- A. Will the school district provide complete elementary and secondary educational services for all persons of educable ability?
- B. Will the school district provide the following services?

1. Administration by a well-qualified superintendent
2. Business administration by a well-qualified assistant superintendent
3. Supervision on a ratio of 1 supervisor for every 35 teachers
4. Instruction by 1 teacher for each grade in the elementary schools
5. Instruction to pupils on a ratio of 1 teacher for 25 pupils in all elementary and secondary grades
6. Health services on a ratio of 1 nurse for every 1000 pupils, and 1 physician for every 2500 pupils
7. Attendance and child welfare services on a ratio of 1 adviser for every 2500 pupils
8. Other educational services as required
9. Cafeteria services at every building
10. Library services at every building

INSURING THE MAXIMUM USE OF SCHOOL BUILDINGS

The board of education of Patton Borough in Patton, Pa., in an effort to realize the investment the taxpayers have made in their school plant, have adopted a plan for getting the maximum use of the school buildings.

The board found that with the schools closed five days a week and nine months of the school year, the community was not receiving the largest return on its investment. Again, there was an ever increasing demand on the part of adults, veterans, and recent graduates for additional training beyond that provided by law.

Under the new plan recommended by Prin. Jesse W. Cogley, Jr., the high school is being used three nights each week from 7 to 10 p.m., for classes and recreation. The gymnasium is being used by adults and out-of-school youth. Classes are being conducted in farming, repair of farm machinery, mining, and veterans' on-the-job related training. The music and garden clubs are using the high school for their meetings.

The plans call for the use of the facilities of the home-economics department for canning and sewing for the women of the community.

These various activities have not only satisfied a community need, but they have proved to be excellent public relations, bringing about increased interest and understanding between the citizens and the schools.

NEW EQUIPMENT ADDED IN ABERDEEN, SOUTH DAKOTA

An extensive program of elementary school library service has been inaugurated this year in Aberdeen, S. Dak. A central library has been established in each of the seven elementary schools. A trained librarian is in direct charge of the library work, assisted in each building by a teacher-librarian, and a number of student workers. A course in library instruction is being offered to students, under the direction of the library supervisor, who also gives time to book reviews, announcement of new books, and storytelling for children.

Each elementary school in the city has been equipped with visual aids for classroom teaching. Each building has a sound projector and a strip-film machine. Opaque projectors are transported from one building to another and a selection of strip films is available in the library in each school. Sound films are obtained by co-operative arrangement and direct lending. Résumés of films are announced each week and preshowing of films is provided weekly.



McGuire Hall, finished in 1941, contains the four large galleries where hang the permanent and the traveling exhibits.

Celebrate 50 Years of Co-operation Between Art Association, School

Glenn Holder¹

Observing this year the 50th anniversary of its founding is the Richmond, Ind., Art Association, an organization which has produced an outstanding record by working directly with pupils in the city's only senior high school. The group will hold its golden jubilee with two homecoming dinners and two special art exhibits, one of which will be the 50th annual show of Richmond painters.

Only three of the group that founded the association in 1898 are still living — Mrs. Ella Bond Johnston, director of the organization since its founding; Strickland W. Gillilan, Washington, D. C., nationally known humorist and newspaperman who has written, among other things, the oft-quoted poem "Finnegan to Flanagan"; and Mrs. Bess Sands Campbell, Richmond.

Mark Twain's remark that it was impossible to shoot a man in Boston without hitting a two-volumer might well be applied to the citizenry of Richmond if one substitutes painters for authors. And this artistic interest has come about almost entirely because of the influence of the art association. Richmond has many citizens who really are interested in art, and a visitor has only to drop in on their annual home exhibit every November to see the proof.

This presence of art interest, painters and good painting, was not inherited when the settlers took over from the Indians;

it has developed because a number of culturally foresighted persons planned it that way.

Although they take their basketball in

Richmond just as seriously as elsewhere in Hoosierdom, this city on the Whitewater River has been doing something about its art, too, for the past 50 years. This "some-



While talking to an art class, Mrs. Ella Bond Johnston, director of the Richmond Art Association for the last 49 years, looks over an oil painting by H. R. Townsend, Richmond painter.

¹Senior High School, Richmond, Ind.



"Self-Portrait" by William M. Chase, New York, is perhaps the most valuable canvas in the permanent collection of some 115 paintings.



Hand-decorated textiles shown in the 1946 Arts and Crafts Show.

thing" has been the Richmond Art Movement, which all these years has fanned the artistic flame of its youths and adults. The results are not purely academic; come and see for yourself sometime. Good pictures, hundreds of them, hang in Richmond homes, the general appearance of the city is attractive, works of art have been purchased, there is continued support for the association and the movement, and some 75 former students of Richmond High School now earn their livelihoods in some form of art work, such as painting, art teaching, art supervisory positions, designers, architects, landscape architects, map makers and curator, to mention an incomplete list. During the last war two Richmond water color artists served in the armed forces as camofleurs.

Spirit of the movement, which began in 1898 when a group of interested citizens

formed the association to "encourage those who do art work locally, and to arrange exhibits of works by home people," has been Mrs. Johnston, now 88 years old, who still carries on her work as director of the association with vigor and enthusiasm.

The art movement, which has had such a great cultural influence on the city, made possible, in 1910, a public art gallery as part of Richmond's then new Morton High School. This establishment of an art gallery as part of a high school was probably a landmark in American education, because, so far as we know, no other city or town had ever provided—or has since, very likely—such cultural facilities as part of a high school plant. By 1910 the association had a rather large collection of paintings and sculpture, and the gallery made it possible for large numbers of students to make the best use of the perma-

nent and the traveling collections provided.

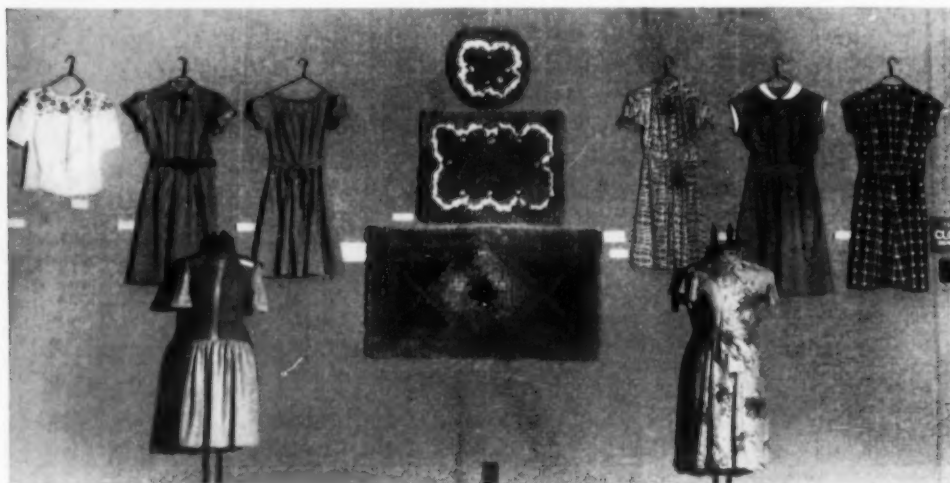
The association tied itself to the city's high school not by mere chance; it was there that the organization felt it could do the most good for the cause of art. "The impressionable high school age is the best time," says Mrs. Johnston, "for the introduction of art as a regular study. Good artists, like good musicians, ought to become interested in their work while they are still young."

High spot in the Richmond art year is the already mentioned annual exhibit by Richmond painters. The show which has been held every year since 1898, last season attracted 55 painters, 65 pictures, and more than 2000 visitors.

"The accomplishments of the Richmond Art Association during the past 50 years demonstrate what can be done when there is a crusading cultural co-operation between a public organization and the city's high school," says Supt. Paul G. Garrison of the Richmond schools. "Fruits of the spirit of the movement are not intangible; all over the country in the various fields of art are men and women who were first inspired and guided by the art opportunities afforded them by Richmond High School. Naturally, these opportunities would have been fewer and less rich had it not been for the association."

On December 2, 1941, Pearl Harbor Day, the association dedicated the McGuire Hall Art Galleries, a beautiful building constructed as part of the new high school plant overlooking the White-water River. This new building is a monument to the faithful of the art movement; but more specifically, it is an edifice dedicated to Mrs. Johnston, who, while others have provided money and encouragement,

(Concluded on page 72)



Part of the 1947 exhibit placed on display by the Home Management classes of Richmond High School.

The Fresno School Bond Campaign

Owen H. Barnhill

Fresno, fast-growing California city of 90,000, is making an outstanding record in providing first-class modern buildings and equipment to take care of rapidly increasing school population, which grew from 13,665 in 1942 to almost 17,000 in 1946 and since the war has continued to increase rapidly.

Boards of education will be interested in the methods Fresno employed to secure quick action in overcoming her schoolhousing shortage. These included planning an expansion program which would meet the approval of the public and obtain a big majority vote for bonds to provide funds for the project.

During the past two years Fresno has voted \$4,500,000 for school expansion; planned and completed two new elementary schools before the beginning of the current school year and another one six weeks later; completed two new high school buildings in October and two more in November.

A fourth elementary school is expected to be opened this winter and five more next spring and summer, making ten new elementary schools built and equipped after bonds were voted in April of last year. Another secondary school building is being constructed, and plans have been completed for a fourth one and a new junior high school.

Perhaps the most important step taken by the Fresno board of education to insure success of the city's extensive building project was to have appointed a committee of 150 representative citizens, who co-operated in planning the enterprise and gave invaluable assistance in carrying it out. Labors of this large group provided the best possible insurance that the schools would get what they needed and the city could pay for. Equally essential was the fact that people were practically certain to vote funds required to carry out plans which their own representatives had made or endorsed.

Care was taken to see that all classes and interests of the city were represented on the citizens' committee. These included leaders of Parent-Teacher Association; service clubs, churches, labor unions, business and veterans organizations, women's clubs, fraternal societies, and other similar groups.

The 150 citizens were divided into several committees, including (1) steering, (2) executive, (3) research and information, (4) public relations, (5) advertising, and (6) finance. Experts from the schools' staff supplied the following facts:

The Basic Building Problems

Fresno's elementary school enrollment increased from 6000 to 9860 during the

four war years and probably would total 10,200 in 1947 and 15,000 in 1955. The secondary school enrollment was 6400 in 1944 and expected to be 7300 in 1947; 10,600 in 1952 and 14,000 in 1956. Seventy-five teachers were instructing 2400 elementary school pupils in double sessions. In one class room 68 children were being instructed by different teachers in two classes at the same time.

Unfavorable conditions prevailing in temporary wooden buildings where classes were held, included fire and earthquake hazards; poor lighting, heating, ventilating and acoustics; lack of proper sanitary facilities; space and equipment for serving hot lunches. Similar undesirable conditions existed in some of the older permanent buildings.

Two local architects, David Horn and Rafael Lake, made a careful study of the schoolhousing situation, then prepared a report on what was needed in the way of new buildings and their estimated cost. Including the expense of equipping the new buildings, repairing several old ones and purchasing three new school sites, the entire cost of the project was expected to be \$7,000,000.

The community was surprised and shocked to learn that such a large sum was needed to expand and modernize Fresno's physical school facilities. In January, 1947, the citizens' committee recommended that the amount to be spent on secondary schools be reduced \$2,000,000 and a substantial cut made in the elementary figure, believing that \$7,000,000 was much more

than the taxpayers could afford to invest in the project.

The final conclusion was that the minimum sum needed and the maximum amount of school bonds that should be issued was \$4,500,000. This was a compromise between groups holding different views on the subject, but had the big advantage of being practically sure of adoption, if properly publicized, also of avoiding further delay in correcting an undesirable situation. Many school ideals are commendable, but impossible of attainment under existing conditions.

The board of education on February 20 adopted the report of the school bond committee and issued the following statement:

"We are aware of the crisis facing our schools, also the present high cost of building construction. In our deliberations these two facts constantly were kept in mind. We are confident that the amount of bonds recommended is the minimum that should be voted, in order to take care of the immediate educational needs and avoid recurrence of double sessions for the next five years."

The Entire Community Helped

The citizens' committee was subdivided into smaller groups, to each of which specific duties were assigned. The public relations committee was separated into groups to handle radio, pulpit, newspaper, magazine and house organ publicity; paid periodical and direct mail advertising, also the distribution of circulars and broadsides.

Free space in newspapers and radio commercial programs was obtained and profitably utilized. High school rallies and various public meetings were held, including one in the Civic Auditorium for the entire community. A contest among high school art students produced 150 posters, many of which were displayed in store windows. Banners were carried by street buses and shown in other strategic places.

The Fresno newspapers printed favorable editorials, photographs, and original cartoons showing overcrowded and other deplorable conditions in some of the school buildings. Preachers, school officials and teachers, parents, businessmen, lodge and club leaders joined wholeheartedly in the campaign. Two thousand citizens signed cards endorsing the movement and urging others to support the project.

The Parent-Teacher Associations offered free transportation to the 103 polls. The board of education voted to pay \$2.50 to each of the 108 election board members who received that much less pay from the city than the others.

How could such a campaign fail? It



George W. Turner
President, Board of Education,
Fresno, California.

could not and it did not. Bonds for the elementary schools carried by a majority of eight to one; secondary schools, six and one-half to one.

Deserving of special credit for success of the bond issue campaign and the resultant building program are Superintendent Edwin C. Kratt; Dr. Irwin C. Addicott, associate superintendent of schools; J. C. Trombetta, assistant superintendent in charge of business administration; George W. Turner, president of the board of education; Dean James M. Malloch, Mrs. Margaret Robinson, Edward Eaton, and Arthur Selland, members of the board.

The bond issue is to be paid in 20 annual installments, with less than 2 per cent interest. The latter will amount to \$90,000 the first year and \$4,500 less each succeeding year until the debt is liquidated. Funds for meeting this obligation were provided for by increasing the tax level 7 1/6 cents on each \$100 valuation of \$97,604,000. Since then the assessed valuation of the district has increased to \$114,000,000, making a smaller tax levy.

Building Facilities to Be Provided

The elementary school expansion program will provide 47 new classrooms, including four new schools, two on old sites and two in new locations. These buildings will increase capacity of the schools sufficiently to furnish a classroom seat for every school child in the city. The safety factor is being increased and building conditions in several of the older schools improved. Better sanitary conditions and toilet facilities are being provided, also space and equipment for serving every child a hot lunch at the noon hour, instead of at three different periods, as in some past instances.

Secondary school benefits being provided include the elimination of the old wooden shacks used for classrooms; increased safety through the removal of fire hazards; a seat and hot lunch for every student; elimination of overcrowding and correction of poor lighting.

Within the next few years it is hoped to eliminate all double sessions and furnish better facilities for teaching practical arts, including development of a Technical Institute which will enable any student or adult to secure training for a position in any of the diversified occupational positions in the community, also better training for veterans.

School land is being purchased before it is encumbered with buildings to provide space for future buildings. Each elementary school occupies 10 acres and is expected ultimately to take care of 750 to 1000 pupils. Each junior high school occupies 12 to 20 acres and a senior high, 25 to 40 acres.

Present expansion project will add a total of 90 elementary classrooms and five all-purpose rooms. Each of the latter can be used for a cafeteria, auditorium, social



Edwin C. Kratt
Superintendent of Schools,
Fresno, California.

hall, orchestra or band practice, school plays, and community gatherings. Thirty-five rooms were completed this fall, 22 are to be finished this winter, and the remainder early next spring.

Through annexation of a suburban district, 600 pupils were added to the unified school district. Counting these children, there has been an increase of 2000 in the school population during the past 12 months. Enrollment in September was 18,520. The school district's population is estimated at 130,000. The county is California's fourth in assessed valuation, \$1,514 per capita, compared to \$966 for the state.

A Growing Valley Population

Fresno is the metropolis of San Joaquin Valley, which extends 240 miles from Tehachapi mountains south of Bakersfield to an arm of San Francisco Bay; 60 miles from the high Sierras to the Coast Range hills. Current flood control and irrigation projects will greatly increase the population of this region. These include \$50,000,000 dams on the Kern and Kings rivers and bringing water 350 miles from Shasta Lake at the rate of 4600 cubic feet per second.

Fresno is the center of a fruit district. Only four counties in the United States have a higher valued farm production than Fresno county. Many children do not enter school in the fall until about the first of October, because they are needed to harvest fruit and other crops. Many veterans have located in Fresno since the war and others are expected to come because of the 250-bed veterans' hospital being built here by U. S. army engineers.

Educators consider Fresno schools among the best in America, hence it is not surprising that her citizens are making an enviable building record.

NEW PAY SCHEDULE FOR EXTRACURRICULAR ACTIVITIES

The board of education of Minneapolis, Minn., has adopted a new pay schedule for teachers engaged in extracurricular activities. All payments will be made in accordance with the schedule but within the limits of a budget established for each school. Compensation for any activity will be wholly in terms of money or wholly in terms of time. Each person receiving compensation for extra duties must carry a standard load of five classes and an advisory or the equivalent. All payments must be made through the board of education.

The principal of each school, on October 1 and February 15 of each year, will file a complete report of all class and extraclass assignments given each teacher in the building. The report of payments made to staff members will be compiled in June each year and be made available for the examination of faculty members.

Schedule of Compensation

(a) Directors of intramural activities, \$50 to \$250 per semester, varying according to the extent of the program and the individual in charge; (b) annual or yearbook, \$200; (c) class play directors, \$125; (d) festivals, \$100; (e) lock and locker management, \$100 per year; (f) debate, \$100 per year; (g) major music and dramatic performance after school hours, one teacher, \$18; two teachers, \$12 each; (h) newspapers and magazines, \$18 each issue; maximum, \$360 per school year; (i) stage director, \$10 each rehearsal; (j) football, coach, \$400; first assistant, \$250; B squad coach, \$150; assistants, \$125; (k) basketball coach, \$400; B squad coach, \$150; (l) baseball coach, \$250; assistant, \$125; (m) track coach, \$250; assistant, \$125; (n) hockey coach, \$200; assistant, \$125; swimming, tennis, golf, wrestling, skiing, cross country, \$125; faculty manager, \$200 per semester; equipment manager, \$50 to \$100 per semester; service assignments, \$4 afternoons and \$7 evenings.

A CHECK LIST FOR PREVENTING JUVENILE DELINQUENCY

J. Edgar Hoover

1. Do all children in the community have adequate, easily accessible facilities for play and learning? More specifically, are these facilities equal to the task of offsetting the unwholesome influences active upon children whose home environment is bad?
2. Are there dives and breeding places of crime in the community and if so, what are the citizens trying to do about them?
3. Do the citizens of the community take an active controlling interest in local affairs or do they indifferently stay away from the polls, allowing venal politicians or subversive demagogues to entrench themselves in power?
4. Is the state and local parole system operating as an effective therapy against crime? Or is it corrupt and badly managed, serving only to release hardened criminals to commit more crimes and contaminate youth?
5. Do lay organizations in the community co-operate with religious workers to bring young people into the churches where they can receive wholesome inspiration and spiritual guidance?
6. Do the law enforcement agencies receive proper public support or are young people taught to look upon officers of the law as their enemies?
7. Are the publicly owned school buildings, libraries, workshops, gymnasiums, and playgrounds being fully utilized; or do they lie idle during the important afterschool hours of late afternoon and early evening while underprivileged and unguided children are roaming the streets with no means or incentive to use their leisure time constructively?

"Frank Allen: He Came to Stay"

John A. Scott

South Bend, Ind., is known in Moscow because it produces Studebaker cars and trucks; the fisherman along the trout streams in Switzerland knows the city because it sends him South Bend Bait; and the priests who tend the missions in Bengal recognize South Bend as the home of Notre Dame, the University that turned the touchdown into a legend that fires the spirit of young men around the world.

But more than the producer of these things, South Bend is an accurate cross section of the new industrial Middle West. Built on the solid chassis of Studebaker's wagon, then its automobile, the town none the less rocks and shakes with a polyglot and democratic groups of passengers. Twenty-three per cent of the population are Polish or of Polish extraction; 13 per cent are Belgian; 20 per cent Hungarian; and 5 per cent are Negro. Fifty-five sects are represented in a town that is divided about evenly between Catholic and Protestant. The Mayor is a Democrat, but the District's Congressman is a Republican. The single daily newspaper is Republican, but the city council is Democrat. Klansmen once held their state meetings in South Bend; 16 Roman Catholic Churches vigorously guard the faith.

South Bend's eighth of a million people, separated as they are by ethnic, religious, and racial differences live together through the years, fighting their country's wars, while managing sometimes precariously, to control their own internal differences. No large labor strike has ever paralyzed the assembly lines of Studebaker, and the racial rumblings of Detroit have never been echoed in its smaller industrial neighborhood. Nor have the crime waves of Chicago, 88 miles to the north, ever splashed into South Bend. The city is a sample of brotherhood in action, and because it has all the ingredients for strife without the strife itself, it is unique among manufacturing cities of its kind.

And of the men who make South Bend run, none better typifies the spirit of getting along without fanfare than does Frank Allen, for 17 years the city's superintendent of schools.

Qualities Required in Superintendent

Through the years, in the Middle West and, indeed, through the United States, the qualities required in a school superintendent have created a particular type of individual who, probably more than any public servant, embodies most of the principles that we like to think of as characterizing American citizenship at its best:

1. *Homespunness* — people usually in-

sist that their superintendent have humble beginnings and "be one of them."

2. *Integrity* — There is no recent record of a superintendent having embezzled or stolen public funds. People always insist not only that he be completely honest himself but that he require perfect integrity in all his staff.

3. *Intelligence* — People want their superintendent to be as bright as the brightest teacher — preferably brighter.

4. *Industrious* — He must be a 24 hour a day man. People want their superintendent to be in all related community activities and presence at nighttime dinners is a "must."

5. *Professional* — He must have at least two degrees from an accepted university.

6. *Temperate* — His habits must be wholesome; he must set an example not only for the community but for his teachers, too.

7. *Diplomacy* — He must handle the public and his staff with tact. This is probably mortality factor No. 1, because everyone who ever had a child knows about education and wants a part in the process.

8. *Patriotism* — A superintendent has to be a leader in any acceptable program of community citizenship.

9. *Leadership* — He needs to inspire loyalty while maintaining discipline; he must be effective as a skilled general in organizing his units.

10. *Nonpolitical* — Unless it involves an unalterable principle of right and wrong, he cannot take sides on public issues, religious, or political. This probably is mortality factor No. 2.

Many superintendents in varying degrees possess all these characteristics. The need for them, of course, vascillates with the particular community, and the suburban Westchester district will not require the ten qualities with the same emphasis as will Phoenix, Ariz., or Detroit, Mich. To find a superintendent with all of the characteristics in a city that requires all of them in an exacting way, the most likely place to search is the industrial Middle West; and if you visit with superintendents along your route, it is possible that you will settle, eventually, on South Bend where Frank Allen can say truthfully that he has now presided over the education of enough South Benders to inhabit completely the city's population of 120,000.

Target of People's Misery

In 1930 the depression had sapped the entire strength of South Bend. Unemployment and unhappiness visited every day, and a logical target for the people's misery

was the school superintendent. Because the name of the Muncie superintendent was being passed around as a "comer," the board of education invited Frank Allen to take the job.

Allen, knowing the bonded indebtedness was more than four million dollars came to South Bend hesitantly, cautiously. He interviewed the newspaper editor, leading industrialists, politicians. And he decided to come only after all of them had pledged their support in improving and bettering the educational system.

The first months were tinged with the same kind of caution. Survey after survey until he knew the school system from the smallest portable classroom to the huge vocational building. The critics were impatient and the taxpayer organizations demanded action. But the action came only after Allen had studied night and day for months and months every piece of local information he could lay his hands on.

The newspapers were "on" the school system; the administration building, wary of having its secrets misconstrued in the press, became a silent place when newsmen came around. One of Allen's first moves was to invite the papers to attend the board meetings, an unheard of idea in the old days. Then he went to the town's leading publisher, F. A. Miller, and asked him what else the newspapers wanted. Miller looked at the young superintendent, grinned and thrust out his hand. Today the two are close, lifelong friends, and there are no "secrets."

Then, so gradually that the man on the street could scarcely see it happen, South Bend schools took on a "new look." Newer, younger, and more qualified teachers began appearing in the schools. Schools and classrooms became more organized. Administrators and principals grown old in their jobs were shifted and replaced. Districts were rearranged and balanced; full-time athletic directors were added to the staffs. Curriculums were analyzed and revised, textbooks changed, teacher qualifications raised. And to keep him up to date every minute, Allen added a full-time director of research.

Stable Progress Achieved

Progress had hit the South Bend schools and people began slowly to realize it. This progress has continued for 17 uninterrupted years until today Frank Allen has become not only one of America's top-flight school administrators, but also South Bend's most possessed citizen. While other school systems change superintendents with changing administrations, South Bend retains hers.

This affection is not without a sound basis in fact. In addition to the intangibles that are reflected in the men and women, boys and girls, who have been educated under his administration, Allen has decreased the school city's indebtedness from \$4,194,000 to \$262,000. And while doing this, South Bend teacher salaries have increased to the point where the *minimum* salary is now well above the national *average* salary. Many new schools have been added, three of them modern high school plants. Students, teachers, and administrators come from far away to study South Bend's elementary library system, its lower-level athletic program, its feeder system in instrumental music, its modern centralized visual-education program. When the American Council on Education looked for four cities most likely to develop a program of Intergroup Education, South Bend was one of four selected in the United States.

To understand what enabled Frank Allen to fashion such a stable school system in such a potentially unstable environment, you need to go further than the Who's Who books that list him as "School Administrator — Politics, Independent."

In the Muncie area where he rose rapidly from country teacher to city teacher to basketball coach to principal to Superintendent Allen discovered two things that were to shape his future career: (1) He loved children and he wanted for the rest of his life the continuing warm satisfaction that comes from knowing he'd helped young people. (2) He had an obvious genius for organization that could carry him just about as far as he cared to go.

This combination led inevitably into school administration, first in the Muncie superintendency, then in the South Bend position. He acquired much in Muncie, though. He discovered that in Indiana, no matter what you're doing, patience and thoroughness pay off where impulsiveness means defeat. He became methodical. Today, there is a legend among his administrators that one of his supervisors came in with a revolutionary idea for a revision of the curriculum. "I'll have to think it over," Allen said. The supervisor sighed. This meant either that he thought the idea was no good at all or that there were weak spots in it. The supervisor went back to her office, and Allen put the written idea into the right-hand drawer of his desk. From time to time, he would re-examine the idea, ponder the implications, put it back in his desk. One day he called in the supervisor and told her that now she should go ahead with the program. The supervisor sighed again, because 15 years had elapsed between the day she submitted the idea and the day she got it back.

"Operation Painstaking"

If this legend is not absolutely true, its implications are. In his first year in South Bend, he listed 25 projects that should be



Frank E. Allen

accomplished; he called in Bob Orcutt, veteran clerk of the board, showed him the projects and told him to study them. Now Orcutt likes to take that list and check them off, because through the years, all but three have turned from ideas into realities. Allen waited 12 years before he presented the visual education idea to the board; he waited 17 before he recommended a full-time public relations director; he waited ten years before he suggested the new modern east-side high school. But these ambitions he listed in his first list of "projects to be realized." He believes implicitly in timing as a matter of policy, and he has absolute faith in his own ability to select correct times to begin something. This ability has paid dividends galore to the school system because successive boards of education have learned that before he proposes anything, Allen has investigated every possible contingency and has prepared the answers to every conceivable objection. New board members are curious about his ability to intuit public sentiment, but Orcutt attributes the ability less to intuition than to the same methodical thoroughness that he has demonstrated through the years. After he has sifted and evaluated an idea for all its worth, Allen frequently calls those most likely to object to the plan; he studies their objections, then looks for proponents to supply the answers to the objections.

On the surface this operations painstaking might seem to be a policy of getting nowhere slowly. But fortunately, the organizational sense takes care of the rest. Allen's assistants, directors and supervisors, are mostly young men who have shown ability in teaching jobs and moved up to executive positions — hand-picked by Allen, who does all the hiring and knows all 850 employees. His principals fit into the same category. The director of research, the director of athletics, the director of pupil personnel — these and many

others constantly lay out plans before him for decisions. Those that are sound and workable are marked "OK, FEA," and go back for execution. Those that have weak spots are placed in the desk for longer consideration. This system makes not only for a dynamic, constantly growing school system, but it also keeps the superintendent as the hub. "Keep the boss informed" is doctrine, religiously executed, and the mass of detail that goes across his desk in one day is incredible.

Success Underwritten by Schools

This closely knit organization that puts a premium on the initiative of the staff has become so efficient that Allen has been frequently bothered by its application to other fields. Civic projects, charity drives, membership campaigns — every organization knows that if the School Administration is behind it, its success is underwritten. If the project is approved by Allen, it goes to a department head for action, and action it gets. When he was director of Civilian Defense during the war, this organizational ability brought a sense of security to the entire section of the state; when it was applied to the fight against infantile paralysis last winter, \$30,000 poured into the March of Dimes.

If politics and tactlessness are the main deathblows to a superintendent's tenure, Allen's durability is easily explainable. Republicans have accused him of being a too liberal Democrat, while Democrats have charged him with being a too conservative Republican; but the too conservative Republicans have expressed concern at the CIO and AFL representatives who are invited to his committee meetings. The truth lies in the fact that he is a middle-of-the-roader, but the road is broad and straight, heading constantly toward solid educational objectives. In South Bend Allen was one of the first clearly to demonstrate that civic improvements have to be made *by* and *for* everybody. All creeds and sects, all faiths, all colors, union and capital, management, PTA — everybody is represented on "Allen projects" and they all have a voice. When they are part of the planning they're not likely to protest the result.

Casual observers might see in this David Harum maneuvering an element of caprice. But there isn't any. Frank Allen is a balance wheel in South Bend, and if he had not been able to maneuver and withdraw and move ahead at the right time, he would not have lasted five years, let alone add his thousand and one improvements. When he came to South Bend, many service clubs were critical of the schools. Allen reasoned sensibly that they were critical because they didn't understand the schools and had no share in their plans. Today a principal is head of Kiwanis and a supervisor has just completed his term as president of Exchange. Every large service organization in town now has at least two or

three school people faithfully in attendance at its weekly meetings. Allen believes, dogmatically, that the schools belong to the people and that the people must know and understand them if they are to be operated intelligently.

He Came to Stay

The ability to work this concept of public ownership into a practical working program is found in few men. Taxpayers, schooled to the four-year-term tradition, are fickle about their public servants, and if all is not well, they want a change. The unique thing about Frank Allen's school

administration is not that he has survived so long — many other city superintendents can claim similar records. The remarkable thing is that, after all these years, in a city of mixed nationalities and religions, the people are united in the conviction that their schools are the best in the world, and they want Frank Allen to keep them that way. What many school people call "the most strenuous job in the business" has failed to make a single mark on him.

This year, as every year, new problems arise to challenge the schools. Special groups want special teachers; unions are demanding contracts; tax organizations are

asking for tax cuts while the swelling elementary population requires new schools and enlarged facilities. These and many other problems will nudge the school superintendent this month. South Benders discuss these problems over their meals and, like all Americans, cuss the people they think are causing the problems. Years ago the solution would have been to fire the superintendent. But that fad has died in South Bend and the threat of it never reaches the ears of the superintendent. And if it did, chances are it would make small impression on Frank Allen: *He came to stay.*

School Reform in Land Hesse

Vaughn R. De Long

(Concluded from November)

Some Definite Achievements

The most revolutionary change, to the present time, in the schools in Hesse has been the abolition of tuition. This was accomplished on a temporary basis by a directive of the state superintendent of schools in April, 1947. Since that date no students in high schools or universities have paid to go to school. The Bill which will make this a permanent reality has been before the Legislature since September, 1947 and should be acted upon in the near future. It is assured of passage but will probably be altered before final adoption. As presented by the state department it would relieve approximately 85 per cent of the students from the need of paying tuition, but this feature has caused the long delay in its passage and it will likely be removed and tuition made free to all regardless of income. This law will also make schoolbooks and materials free to all.

A law previously passed by the Legislature provides a fund to assist worthy students. This is as important as free tuition in Germany for many families depend upon the earnings of all members of the family from the beginning of the teen age.

A reform plan, submitted by the state superintendent and approved by Military Government in most respects, provides for several very definite improvements and if properly implemented will go far toward realizing the ten goals set by Military Government.

Unification of Education Begun

It takes definite steps to lessen the divisive influences in the German schools. The first six years of school will be common education with only a foreign language as a possible differentiation in the fifth and sixth years. This will eliminate the complete separation which has taken place heretofore at the end of the fourth year. The pupils will be housed in the same building during the seventh, eighth,



Like any growing boy he is always hungry.

and ninth years and all will study a common core of subjects. This core will include history, geography, citizenship, science, art, music, physical education, and religion. Wherever possible students will have common experiences.

It provides for a high school course in which Latin and Greek are not required. It also provides for an increase in the number of weekly school hours for vocational students from 6 or 8 to 12 or 15. This extra

time will be used in giving more general education, especially in the social studies' field, to the large majority of students who do not and will not be studying in the academic course.

Other provisions of the plan include a drastic change in teaching educational teachers, elementary, high school, vocational, and special, having a common entrance requirement for study and some common training; special personnel for student guidance; and definite means for local citizens to exercise some control over their schools.

The textbooks and school materials for the new German school must come out of the German educational personnel who will be using them. Any textbook from outside sources must be considered only as a temporary expedient. The critical examination of materials for textbooks is a part of the educative process and the teacher who participates in the development of the course of study is much better qualified to use it adequately than the one who receives it ready-made and has no idea of why it is as it is. It is also true that in a situation such as that in Germany, anything which smacks of propaganda arouses immediate suspicion and resentment. Textbooks which have been introduced in other parts of Germany by the occupying authorities are severely challenged by those German educators who are free to do so. General participation in developing school materials is necessarily a slow process, the basic ideals must first be developed in those who will do the major part in the writing. But it is the sound approach when the long view is considered.

In Hesse the History Committee has been working earnestly for more than a year. Basic principles were established first. The next task was the critical evaluation of all materials to be considered in the teaching of history from 1859 to the present. Then the committee began to write outlines and finally at the beginning

of February actual work was started on the writing of the history manuscripts for the fifth and sixth grade. Others will follow immediately. The history books which will result will be entirely different from anything that Germany has ever had, yet they are being worked out by present members of the Hesse schools who enjoy the confidence and respect of their fellow educators. The extreme emphasis on wars is being eliminated, many biased views are being changed, more emphasis is being given to those factors not concerned with war, which have been important in shaping the lives of men, and a unified course of study is being developed for all students of a particular age.

What of the Future?

A definite beginning has been made in the reform of Hesse schools in spite of the difficulties which, at times, seemed almost insurmountable. Many of those difficulties still remain but with the accomplishments to date as a springboard there is unquestioned promise that the future will see further and more rapid advances toward a school system which will provide equal opportunities for all and which will train its students for participation in a democratic government.

One difficulty which has been present from the first is the lack of adequate school facilities. In 1945 many buildings were being used for military and civilian governmental purposes. This situation has been gradually remedied until today there are just two extremely bad situations because of the use of buildings for other purposes. The town of Bensheim has 7 school buildings but only 23 of a total of 94 schoolrooms are available for the use of the 2600 pupils. The others are still used to house displaced persons. The city of Frankfurt lost 14 buildings through destruction by bombing. Eighty others were partially destroyed. In addition to these losses 12 buildings are used by the Frankfurt city administration for offices and 17 buildings are still being used by the American army. As a result, the 31,152 school children of Frankfurt have a total of 569 usable classrooms at their disposal. It is the general practice for these classrooms to be used by three different sets of pupils each day.

The school population of Hesse is now 729,829 children. In 1937 it was 611,811. The difference is caused by the influx of children through the enforced repatriation of the German population from the eastern countries. Consequently there are many more school children, even in undamaged areas, than there are facilities to house them.

The schoolhousing problem is one which will not be solved for a long time but gradual improvement will be made and in some cases the solution may be used to contribute to the goals of reform.

Lack of Books

Books and school materials are admittedly inadequate. More books are needed for all pupils. Usually paper has not been available for the expurgated editions which were hurriedly made until new manuscripts could be prepared. And when sufficient paper was allocated, it frequently was not entirely delivered from the paper mills. Then after books were printed they remained unbound for lack of glue and other binding materials.

The paper allocation for the fourth quarter of 1947 was for the publication of 663,600 textbooks. A total of 88,000 of these books

had been delivered to the schools on April 1, 1948. The others had not yet received the paper allocated or were printed and waiting on binding materials. Paper was allocated for 285,000 textbooks in the first quarter of 1948. None of this paper had been delivered on April 1, 1948. Completed manuscripts required an allotment of 500 tons for the second quarter of 1948. Actually 180 tons were allocated.



German children have a minimum of toys.

This part of the textbook situation can only be remedied by the allocation and shipment of sufficient paper and binding materials to meet requirements.

One factor which will immediately help the textbook shortage is the operation of the free textbook law. Up to the present time the German practice of each student buying his own books has been continued. Even though a few of these books were resold at the end of a year, they needed to be replaced almost in their entirety so it has been an endless printing task to keep up with the new demands each year for reprints of the books previously provided.

The first writing paper for use in the schools has been allotted for the second quarter 1948. Previously all students got what writing paper they could scrounge from other available sources.

Concurrent with the currency reform at the end of June, paper was removed from the ration list and as of August, 1948, there seems to be sufficient available on the free market to print all finished manuscripts.

The general economic situation is too well known to need comment here. Suffice it to say that schools cannot have a favorable atmosphere for new methods, new ideas, and new materials when the teachers and students are hungry, cold, and depressed from the general economic and political situation under which they live.

Troublesome Political Interference

Material difficulties are serious. But actually they are not of as much fundamental importance as political ones. The political party to which a prospective superintendent, principal, or teacher belongs, seems frequently to be the most important question relative to his qualifications for his position. The fact that Hesse chose a lawyer, who had no school experience, as its first state superintendent under its new constitutional government gives some indication of the situation. He is a political appointee and even when he wishes to remain aloof and do the professional thing he must often acquiesce. At times Military Government must step in. Such a situation recently occurred when 12 of the 45 superintendents were slated suddenly for transfer or removal. Military Government demanded a statement of the professional grounds for these changes with the result that the transfers were limited to four cases which were justified. The political situation is ever present but this is one definite type of problem where an occupation can be more democratic than the civilian authorities. It is one very definite reason why control must be continued until the proper German laws adequately provide for the situation, until the proper control is in local hands, and until the German personnel in authoritative positions are themselves democratic.

The teaching staff is, of course, the basic factor which determines if a school is democratic or otherwise. At the present time the vast majority of teachers and principals are older German teachers. Many of them will never change from their accustomed way of teaching. They may be convinced that other ways are better and try to alter their classroom manners, but only a few of these teachers who were a part of the school system in existence at the time of two world wars, the Weimar Republic with its failure, and the Nazi regime, can be expected to contribute much to the new German school. Very few of the older teachers see any prospects for a Germany which can have even a semblance of what might be called a normal life. Very few middle aged teachers exist. It is the young German teachers who hold the key to the future.

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The Hope of Young Teachers

A considerable number of the young teachers do believe in the future of Germany, not as ruler of the world as depicted by Hitler, but as a co-operating member of a peaceful world. These young teachers are anxious to know what has been happening outside Germany, what is new in education, and to make their contribution to a better Germany. They are the ones who have the least patience with the old classroom methods and with the type of superintendent who says at the beginning of a teacher's meeting, as some have done, "The young teachers will be listeners today and will permit their elders to discuss the matters under consideration." They are interested in what is meant by "dynamic education" and by "an organic group." They are being trained in teachers colleges where little things, such as jumping to attention at the entrance of visitors, are considered and eliminated, as well as the big things.

The fact that there is an unusually large percentage of teachers in the upper age brackets will make this change in staff relatively rapid. In the meanwhile special attention will be given to the training of the young teachers, and in-service training will be used to the greatest extent possible with the older teachers. This in-service training will include: regular meetings with their administrators, discussion groups based on the reports now beginning to come from the general reform committees, pedagogical magazines, training offered through the teacher organizations, and special training courses in the teacher training institutions.

Most of the negative aspects of school reform in Hesse have been completed. A definite beginning has been made on the constructive phases. And the tempo of these constructive phases can be speeded up. But changes will be accomplished only if support of the educational forces in the United States is

given to the fullest extent. There is every evidence that such will be the case. The interest and assistance of such forces has been constantly increasing. It has even exhibited itself in the Military Government staff. Until January 1, 1948, there were never more than six American educators at any one time who were responsible for education in Hesse although there are 800,000 pupils and more than 10,000 teachers in addition to the four universities and technical colleges. The fact that on April 1, 1948, there are 12, shows that this situation has improved remarkably.

The democratization of the German schools is absolutely necessary if Germany shall continue to have a democratic form of government. This cannot be done by edict, certainly not by edict alone. The lasting change must come from within. Therefore immediate startling results cannot be expected. Such a process works slowly but the final results are worth the time and the effort.

Illinois Association of Future Distributors

Carrol C. Hall



The Decatur salesmanship classes have a typical shop counter and a classroom.

The school year 1948-49 will see the Illinois Association of Future Distributors of America begin its fourth year of existence. This youth organization, composed of high school seniors enrolled in Distributive Education courses, has 18 units within the state and a membership of nearly 400 students. Plans are under way for the extension of the movement to all high schools of the state.

The Future Distributors which has a full corps of officers and its own publication, has held three state conventions. The most recent state meeting held at Peoria in March, 1948, found the group sponsoring a two-day program of luncheons and business sessions; as well as a program of informative lectures sponsored by leading businessmen in the state.

The first convention of the group held in 1946 at Decatur attracted delegates from

eight clubs. The second annual meeting held in Bloomington a year later saw 11 clubs represented. The movement is controlled in growth only by the fact that not all high schools in Illinois sponsor Distributive Education classes.

At home, the clubs conduct a varied and constructive program throughout the school year. Typical of their activities are field trips, sales demonstrations, school assembly programs, workbook contests, poster exhibits, and many other activities.

High lights of each year's program are the field trips, the employer-employee dinner (all class members work part time) and participation in all school and community enterprises.

In their respective schools, the FDA clubs often handle the financial end of school projects; furnish posters, make contributions to

the school libraries and, in one instance, re-decorated their classroom.

In civic affairs, they participate in community drives and campaigns in many ways. For an example, the club at the Decatur (Ill.) high school aided in the opening of the local merchants' Christmas selling season.

As might be expected, the Future Distributors' program is given full co-operation by the retail merchants' associations. Not only do they furnish programs and speakers for local chapter meetings, but also for the state convention. The state president of the FDA of Illinois is a guest speaker at the state meeting of the Illinois Federation of Retail Associations annually.

The Illinois Future Distributors are members of the Distributive Clubs of America, a national federation of such clubs in 22 states.

The second national convention was held in St. Louis, Mo., in the spring of 1948.

The club program which grew up spontaneously with the development of the Distributive Education program, is sponsored more or less independently in each state. Each state type of club has its own characteristic name. In Ohio they are called the Future Retailers; in many other states they are referred to as the Distributors Clubs. The movement appears particularly strong in the southern and border states. A national magazine called *The Distributor* is circulated to the clubs affiliated. Each state tends to have its own publication in addition.

Distributive Education in the public schools operates currently under the George Barden Act passed by the Congress in 1946. Original legislation on this subject dates back to 1937. Under this program state and federal funds are used to train high school students for improvement in the distribution of goods and services. Open only to high school seniors, Distributive Education is a co-operative part-time work and school program.

Distributive Education combines learning both at school and on the job. Adult supervision by trained teachers with vocational ex-

perience is provided for all phases of the program.

John A. Beaumont, Springfield, Chief of Business Education for the State of Illinois Board for Vocational Education, points out that Distributor Clubs appeared in several Illinois schools as early as eight years ago and that the state organization is a more recent development.

The Illinois state adviser is particularly proud of the fact that membership in the Illinois D.E. classes and in the clubs is approximating an equal number of boys and girls. This is a healthful sign that careers in retailing are appealing to the boys as well as the girls.

Mr. Beaumont is also pleased with the current trend for former students in Distributive Education to continue their studies in business courses at colleges and universities.

The Illinois Association of Future Distributors has adopted for their organization the motto: "He Profits Most Who Serves Best." By carrying the meaning of this motto into their class, club, business and civic activities, the Illinois students have built a surprising amount of good will for Distributive Education in their state.

Tenure of Office

The tenure of employees in public purchasing has an effect upon their compensation. Exactly 100 purchasing agents responded that their positions are appointive; that 33 have civil service tenure; and that 9 are hired by a superior.

First assistants to municipal purchasing agents in much greater proportion hold civil service appointment. Only 3 first assistants in boards of education have civil service tenure, while 10 do not. In discussing this question, Mr. Joseph comments: "It is my opinion that one of the objectives of the N.I.G.P. in its future program of raising standards of public purchasing and of professionalization of the work of public purchasing men should include an appraisal of the problem of tenure for public purchasing agents. Here are a few overall facts. Our questionnaire concerning civil service tenure covered three positions namely the purchasing agent, or top procurement officer, his first assistant, and the buyers. The response reported on the status of 336 persons — 198 of them do not have civil service tenure, while 126 hold civil service positions. The remainder fall into various minor categories which do not materially affect the general picture.

"It seems to me that these facts indicate two elements requiring further study. One of these is the whole question of whether the position of chief purchasing officer in government is a top level position in policy making and therefore appointive, or whether the position is purely functional. Another question is whether means should be established for fixing some kind of tenure in these positions so that men who are trained and skilled in the procurement function, regardless of politics, may have some sense of security when they undertake the great responsibility entailed."

Apparently not as many purchasing agents enjoy the advantages of pension plans, life insurance, etc., as they should. In proportion to their numbers, purchasing men employed by school boards, however, are in a better situation than are city and state purchasing agents. A total of 15 school boards have provided retirement protection, while 2 do not; 16 school boards provide insurance, 1 does not.

Materials Purchased

Of the boards of education who reported, 98 per cent purchase all the school needs within their jurisdiction. Similarly, colleges and universities buy 81 per cent of the items needed. The largest dollar volume of municipal purchasing departments, which include the school boards, was coal. The second largest volume was food; the third, automotive equipment; and the fourth, building and construction materials.

Influence of Industry

Private industry has a direct influence on the salaries, the status, and the permanence in office of public purchasing agents. The preponderant view of the purchasing agents who

(Concluded on page 72)

Public Purchasing Agents

Their Responsibilities and Salaries Studied by N.I.G.P.

That energetic young organization, the National Institute of Governmental Purchasing, has completed the second study of its membership in the form of a survey of the responsibilities of publicly employed purchasing agents and their salaries. The basic survey outline and the compilations of the returns were prepared by David Joseph, expert in economic polls, under the direction of a committee headed by Maurice G. Postley, former superintendent of school supplies of the New York City board of education. The survey was extended to federal, state, and municipal purchasing men and produced replies from 170 purchasing agents including 17 boards of education in large cities.

Employees and Salaries

The salaries of purchasing men vary according to the number of employees under their direction. The replies received indicate that municipal and county purchasers receive more compensation because of the variety of articles purchased, and the number of employees engaged in warehousing, delivery, etc. A total of 70 cities, with a total of 1130 employees in their purchasing departments, assigned 508 to warehousing.

What Are Public Purchasing Agents Paid?

The salaries of more than 150 purchasing agents who replied to the questionnaire, ranged from \$1,000 for a part-time man to \$12,000 per year. The over-all average of all who replied is \$5,185. The average salary of city purchasing men, including those of boards of education, is \$4,780. The average pay of

county purchasing men is slightly higher, \$5,709. In reply to a request for opinions concerning a fair compensation for their work, the purchasing agents recommended an average salary of approximately \$7,148. They also recommended an average salary of \$5,016 for first assistant purchasing agents. Following is a tabulation of the findings:

	Aver. sals. paid	Aver. sals. suggested	Per cent increase suggested
Purchasing agent	\$5,185	\$7,148	38
First assistant purchasing agent	4,005	5,016	25
Buyers	3,421	4,251	24
Purchasing clerks	2,381	3,052	28

Are Salaries Related to Volume Purchases?

A study of the volume of purchases by public agents indicates some correlation, but salaries do not progress with total volume. The city purchasing agents reported as follows:

No. report- ing	Volume of purchases	Aver. sals. paid
15	\$500,000 to \$1,000,000	\$4,740
9	\$1,000,000 to \$2,000,000	5,540
7	\$2,000,000 to \$3,000,000	4,637
2	\$3,000,000 to \$5,000,000	6,059
6	\$5,000,000 to \$10,000,000	7,534

The county purchasers were more generously recognized:

No. report- ing	Volume of purchases	Aver. sals. paid
5	\$500,000 to \$1,000,000	\$4,164
4	\$1,000,000 to \$2,000,000	6,731
4	\$3,000,000 to \$6,000,000	7,744

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Airview of the Alfred-Almond Central School, Almond, New York. The spacious grounds provide ample room for landscaping, play purposes, parking, and school gardening projects.

Centralized Schools and Better Schools

*Graydon W. Yaple, Ph.D.**

Rural Education has long been a major problem in the United States. The factors of isolation and lack of adequate communication and transportation, which have made country life difficult, also affect the educational process in the rural areas. Advantages taken for granted by urban people largely have been denied the rural population. Theaters, libraries, and other cultural and informative agencies have been characteristic of urban but not of rural areas. Country schools, too, have been smaller and have offered fewer services than city schools.

As a major step in the solution of the problems of rural education, the reorganization of several small local school attendance or administrative units into one larger unit long has been advocated by educators and laymen. This reorganization, usually referred to as consolidation or centralization, began as early as 1838 when two small Massachusetts school districts united to form one larger unit. The first consolidated school district west of the Allegheny Mountains was formed in Kingsville township of Ashtabula county, Ohio, in 1894. Most states have permissive legislation for the formation of reorganized districts, but the progress of centralization has been slow.¹

The total number of one-teacher schools in the United States in 1943-44 was given as 96,302. Every state contributed to the total, Illinois with 8361, Iowa with 7563, and Kansas, Minnesota, Missouri, Nebraska, and Wisconsin each with over 5000 such schools. In Kansas, Missouri, Iowa, and Wisconsin recent legislation will radically reduce the number of districts within the next two years. Illinois in 1948 and 1949 is completely reorganizing its rural schools and is sharply reducing the one-teacher schools.

The writer recently undertook a study which attempted to determine, by accepted research procedures, whether consolidated or centralized school service areas, as they actually exist and operate, are superior to non-centralized school service areas. The schools of two comparable counties in New York State were chosen for the study. Eleven centralized school areas, composed of 11 12-grade schools and 15 small rural schools, were compared with 7 noncentralized school areas, composed of 7 12-grade schools and 40 small rural schools. Attending school in the centralized areas were 5628 elementary and high school pupils, and attending the noncentralized schools were 3292 elementary and high school pupils.

Data were obtained by personal visits to the schools, conferences with school personnel, and from reports and records, using

numerous check lists and score cards. Data secured were used to make comparisons of (a) the school staff, (b) the school plant, (c) the curriculum and extracurricular activities, (d) transportation, (e) guidance service, (f) library service, (g) the school lunch program, (h) health education, and (i) the pupils. The present paper summarizes the findings in all categories except the school plant, to be discussed in the January issue of the JOURNAL.

The School Staff

It is difficult to overemphasize the importance of the teaching personnel to the success of the school program. The school that attracts and retains a well-trained and competent corps of teachers is in an enviable position.

Of the 478 staff members of the two groups of school areas, 304 were in the centralized group and 174 in the noncentralized group. In age, ratio of males to females, and ratio of married to unmarried teachers, little difference existed between the staffs of the two groups.

A large percentage of the teachers in the centralized areas had received initial training in institutions requiring four years of work for graduation. In the noncentralized areas, 29 per cent of the teachers were trained in two or three normal schools and 21 per cent had received only a one-year "teacher training class" preparation. This deficiency in initial training

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¹National Education Association, Research Division, "Statistics of State Progress in Education," *Research Bulletin*, XXV: 4, 1947, p. 162.



Main Building, Canaseraga Central School, Canaseraga, New York, is a civic high spot in the Canaseraga village picture.

had not been made up, since the average teacher in the noncentralized areas had credit for only $4\frac{1}{2}$ semester hours beyond the initial training. The $9\frac{1}{2}$ semester hours of credit for the average teacher in the centralized school areas gave the staff of these schools a distinct advantage in per-service and in-service training.

The average tenure of staff members in the centralized areas was nearly identical with that of staff in the noncentralized areas. The percentage of teachers serving the first year in their present position, 23 per cent in the centralized and 27 per cent in the noncentralized areas, was much too large for maximum efficiency. In average tenure and administrative experience the principals of both areas were well qualified for their positions. In experience, both total and administrative, the principals in the noncentralized areas excelled those in the centralized areas by a small margin.

In the noncentralized areas, a larger percentage of secondary teachers taught more than one subject, and a larger percentage of elementary teachers taught more than one grade than was the case in the centralized areas.

The daily pupil load of secondary teachers was, on the average, very light in both areas, but the principals in the noncentralized areas more frequently assumed teaching duties and taught more periods per day than did the principals in the centralized areas. Class size, too, was quite small in all the schools. In the centralized elementary schools, a much larger percentage of classes were in the desirable size range of from twenty to thirty pupils.

Neither type of school area had completely solved the problem of attracting and retaining a superior staff, but the centralized school service areas had a somewhat superior staff and utilized the staff in a slightly more efficient manner.

Curricular and Extracurricular Activities

The curricular and extracurricular offerings of the small school are frequently too limited to meet the varied needs of the pupils. This affects pupil morale so that attendance is often irregular and many pupils leave school before graduation. If centralization can provide educative experiences that more nearly achieve the objectives of education it can be justified on that basis alone.

A larger percentage of the centralized areas surveyed had adopted the preferred K-6-6 type of organization, while the noncentralized areas, in both village and rural schools, tended to cling to the eight-year elementary school followed by a four-year high school.

With few exceptions the elementary curriculum was organized on a formal subject matter basis in both areas. Instruction in art and music by special teachers was more prevalent in the elementary schools of the centralized areas. Eight of the centralized schools provided art instruction and all provided music, while but one large noncentralized school provided art and six provided music. Only one of the 40 small noncentralized rural schools provided music instruction and none provided art. The elementary schools of both areas were virtually barren of extracurricular activities.

The curricular offerings in the junior high schools were more modern in concept in the centralized areas where greater emphasis was placed on the social studies, science, and exploratory courses. In the noncentralized areas the lesser offerings in special and exploratory courses were compensated for by scheduling the junior high school pupils for more English and spelling.

Senior high school pupils in the centralized schools had a greater variety of electives and more subject matter fields from which to

choose sequences than did those in the noncentralized schools. The average centralized high school offered 42 courses in $10\frac{1}{2}$ subject matter fields as compared to the average of 36 courses in 9 fields for the noncentralized schools.

Of the 12 types of extracurricular activities considered desirable for high schools, the average centralized high school offered $7\frac{1}{2}$, while the average noncentralized high school offered $4\frac{1}{2}$. Among those activities found more frequently in the centralized areas were student self-government, group clubs, and assemblies.

It was evident that centralization had enabled the schools, through superior organization, to offer more opportunities to secure activities more nearly meeting the varied interests and needs of pupils in curricular and extracurricular activities.

Pupil Transportation

The transportation of pupils is important for placing rural children on an equal educational basis with urban children. Although some transportation was provided in each of the school service areas surveyed, the quantity and quality of the transportation varied greatly.

Seventy-five buses, five station wagons, and one sedan were used by the centralized schools to transport 53 per cent of the pupils to and from school. The noncentralized schools used 22 buses, two station wagons, and 13 sedans to carry 36 per cent of the pupils. The percentage of pupils transported ranged from 99 per cent in one centralized school area to 24 in one centralized area.

The quality of the transportation was determined by use of Ruegsegger's *Pupil Transportation Score Card*.² Of a possible total score of 1000 points, the average score for the centralized school areas was 852, while the average score for the noncentralized areas was 755. Every centralized area exceeded the largest score in the noncentralized areas.

The inferior transportation in the noncentralized areas apparently encouraged pupils to engage in such hazardous practices as riding bicycles and hitchhiking on main highways.

In 1945-46, the average annual cost per pupil of transportation was \$44.02 in the centralized areas and \$60.34 in the noncentralized areas, making the superior transportation in the centralized areas cheaper by \$16.32 per pupil per year. All vehicles but one in the centralized areas were district owned while nearly 50 per cent of the vehicles in the noncentralized areas were privately owned.

It was evident that the average centralized school provided a larger percentage of pupils with superior transportation, at a smaller per pupil cost, than did the average noncentralized school, and this superior transportation resulted in a reduction of accident hazards.

The School Libraries

The school library contributes so much toward the education of children that many

²Virgil Ruegsegger, *Pupil Transportation Score Card* (Minneapolis, Minn.: Educational Publishers, 1941).

states, including New York, require a minimum quantity and quality of library service. Schools are urged to exceed the minimum requirement as much as possible.

The schools in the centralized school areas employed a greater percentage of qualified librarians than did the schools in the non-centralized areas. The centralized high schools were also somewhat superior in the total number of titles in the library, in the number and balanced list of titles per pupil enrolled. The elementary school library in the average 12-grade school in the centralized areas contained more volumes, but provided slightly fewer volumes per pupil enrolled, than did that in the average 12-grade school in the noncentralized areas. The 34 per cent of the noncentralized pupils, in small rural schools, were provided with very meager library fare.³

Guidance Service

The need for guidance service in the schools has increased with the increasing complexity of modern life. Social and technological changes have been so rapid and widespread that young people can scarcely be expected to solve their problems without the organized and continuous assistance of the school.

Five of the centralized schools employed trained, part-time counselors and one employed a partially trained person in that capacity. All other schools in the two areas depended on principals or committees of teachers, for the most part untrained, and with little time available for the work, to perform the duties of the counselor. The centralized schools were far beyond the noncentralized schools in basic guidance service.

When evaluated by means of the Gamma Scale for guidance of the *Cooperative Study of Secondary School Standards*,⁴ the centralized schools received a significantly higher average score than the noncentralized schools, but neither type of school possessed programs

³Cooperative Study of Secondary School Standards, Library Service, 1940 edition (Washington, D. C.: The Study, 1939).

⁴Cooperative Study of Secondary School Standards, Guidance Service, 1940 edition (Washington, D. C.: The Study, 1939).

that had progressed very far beyond the stage of infancy.

Health Education

The many surveys of the health status of school children have generally indicated that, in spite of a more favorable natural environment, rural children rank lower in health than urban children. This points to the need of extensive health education in rural schools. The centralized schools in the areas comprising this study provided an environment that was more sanitary and less hazardous than that in the noncentralized schools.

Health teaching in the elementary grades of both types of schools was usually informal and was the responsibility of the regular teacher. The unit course in health required by the state was offered in all high schools surveyed, and little difference existed between the two types of schools.

The minimum New York State time requirement for elementary physical education was met by only one of the schools, a noncentralized 12-grade school, but the minimum state requirement for class periods of physical education in the secondary schools was met by 10 of the centralized and 2 of the noncentralized high schools.

The centralized high schools offered programs of intramural athletics for girls that were much superior, and programs of intramural and interschool athletic activities for boys that were slightly superior, in terms of the variety of activities and the number of students participating, to those in the noncentralized high schools.

The average centralized school employed a greater variety of health specialists, utilized a larger variety of health examinations, and discovered a greater number of students with remediable physical defects than did the average noncentralized school. Neither type of school succeeded in securing corrections for 50 per cent of the discovered defects.

The School Lunch Program

The school lunch program is an important phase of every school program and an essential in rural schools. All schools included in the

study had some pupils who remained during the lunch hour, but only the centralized schools, five of the noncentralized 12-grade schools, and three small rural schools attempted to provide a satisfactory school lunch. Approximately 61 per cent of the pupils in the centralized areas and 30 per cent in the noncentralized areas participated in these programs. In all significant aspects of the school lunch, the average centralized school was superior by a significant margin.

The Pupils

The enrollment of pupils in the various senior high school grades was much more evenly distributed in the noncentralized areas, possibly indicating a greater holding power in the noncentralized schools. These schools too had a more desirable age distribution in the ninth grade, and a better grade distribution of 14-year-old pupils, than did the centralized schools. A much larger percentage of the 1946 graduates in the centralized schools were recipients of the State Regents Diplomas than were graduates in the noncentralized schools.

General Conclusions and Interpretation

It was evident that the average centralized school service area provided better facilities and a better program than did the average noncentralized school service area. In plant, transportation, guidance, and school lunches, the superiority of the average centralized school area was pronounced. In curriculum and extracurricular activities, library service, and health education, the average centralized school area showed definite superiority. The staff of the centralized school area seemed to be somewhat, but not markedly, superior, and only in the evidence concerning pupils did the average noncentralized area exhibit any superiority.

The centralization of school districts, when wisely planned, provides an opportunity for the solution of the problems of rural education, but time, energy, and vision are needed to capitalize on the opportunity. That the

(Concluded on page 72)



A typical centralized school bus fleet. The school buses of the Canaseraga Central School.

THE WEST BRANCH FARM SHOP BUILDING

R. F. Hedemann¹

The West Branch Consolidated School established in 1946 a Department of Vocational Agriculture as a means of rounding out the program of secondary education. To house the new department raised a problem in the solution of which several other problems were satisfactorily worked out. The school was crowded for classroom space in several departments, which led to the suggestion that an entirely new building be erected for the shopwork.

The classroom in the main high school building, previously used for agricultural classes, was transformed into a sewing room and added to the homemaking department. The separate industrial-arts shop building was remodeled into a band music building. The previous music room in the main building was remodeled for recreation purposes and for vocal music.

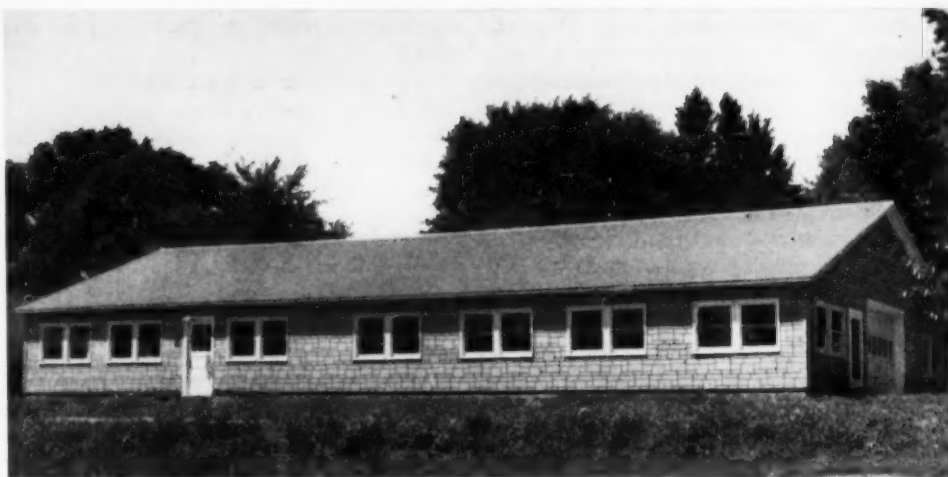
The new vocational agriculture building was designed by Irvin Harvey, instructor in vocational agriculture, and the plans were revised under the direction of the superintendent and the board of education to meet budget limitations. A war surplus building at Ankeny, Iowa, was purchased for the lumber and utilized in the erection of the shop building.

The building measures 40 by 80 feet and includes a classroom 20 by 40 feet, an office 10 by 12 feet, a washroom 10 by 12 feet, and a 40 by 40 shop room. Space is also provided for the heating plant, for a tool cage, and a welding alcove.

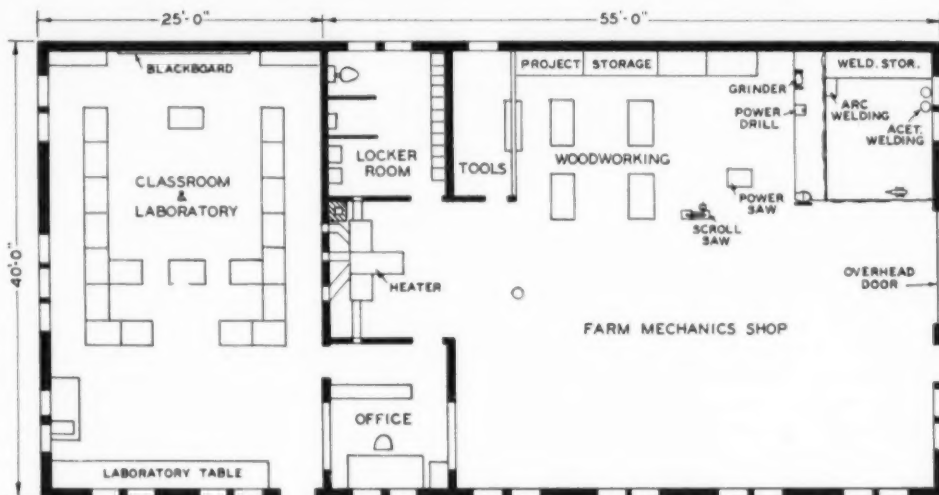
The building has a solid cement foundation and floor. The roof is covered with asphalt shingles, and the outer walls with fireproof siding material. The classroom has walls and ceiling finished in wallboard and the same material has been used for the ceiling of the shop. Car siding has been used for the lower walls of the shop.

The vocational agriculture department is now able to offer a balanced course in agronomy and animal husbandry and farm shop work.

¹Superintendent of West Branch Consolidated School, West Branch, Iowa.



The Farm Shop, West Branch School, West Branch, Iowa.



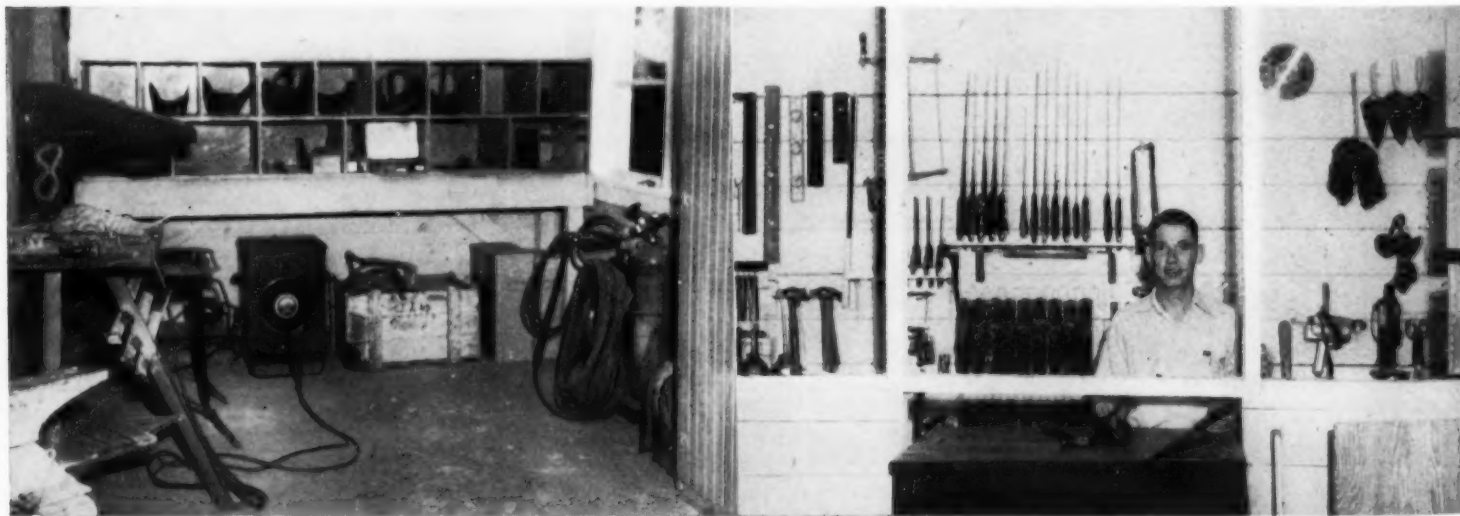
Floor Plan, Farm Shop Building, West Branch Centralized School, West Branch, Iowa.

omy and animal husbandry and farm shop work. The classroom which is fitted with movable seating and ample laboratory tables, has sufficient natural lighting provided by means of south and west windows. Provision has been made for darkening the room for

motion pictures and slides. Ample electric outlets, blackboards, and bulletin boards have been provided.

The entire shop is lighted with incandescent lamps, mounted in shop-type fixtures. The

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Left: the welding and forging alcove. Right: the tool crib, Farm Shop Building, Centralized School, West Branch, Iowa.

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Long-Term Financial Planning

A. D. Dotter, Ph.D.*

Entirely too many school districts operate their financial affairs from the standpoint of expediency rather than long-term, planned receipts and expenditures. The financial plans of many school districts are simply to spend their incomes. When they realize that receipts are reduced, they curtail expenditures, and when they find money available, that money is spent for something whether it has any relation to the school program or not.

In most school districts the amount of money made available to the district officers is less than these officers would like. There are very few districts that seem to have unlimited funds available. At least they find it necessary to collect the school tax only every two or three years. However, since funds in many school districts are limited and in some cases inadequate, it is important that school districts do long-term financial planning. This is the only way that any district of limited funds can get the greatest value for the amount of money expended. Even though a district has ample available funds, planning is essential to avoid waste and inefficiency.

Long-term financial planning is planning which looks toward the future, trying to anticipate the needs of the years to come, as well as the present. There are so many ramifications in any situation that it is impossible for anyone to foretell all the factors that may develop, but if intelligent consideration is spent in analyzing the present, and projecting that analysis as far as possible into the future, school officials can determine, at least partially, the development of most of the major factors.

Consider the school district that alters for grade purposes a 30-year-old high school building at a cost of \$200,000. The building is brick with wood interior construction, located on a one-acre site. After the building has been renovated, it is still a fire hazard, poorly adapted to the use of grades. At a cost of about \$500,000, the same district could build a modern building on a suitable 10- or 15-acre site. If the \$200,000 is amortized over a 10-year period and the \$500,000 over a 30-year period, the effect upon a tax rate will be about the same. It does not require much imagination to predict what will happen in the case of these two buildings during the next 30 years. The educational program carried on in the two buildings is not likely to be the same. The old building with its fire hazards may meet a tragic end at any time. Certainly after 30 years one building should be condemned, and the other one will be good for 30 years more.

Financial Independence of Schools

As a rule, school districts receive their funds at stated times during the school year. School districts should co-ordinate their expenditure programs with their income programs. Such a procedure will maintain the district's credit and enable the school board to take advantage of discounts that may be offered. When a district finds it necessary to obtain funds by means of loans, all statutory requirements must, or at least should, be met. Meeting these requirements often takes considerable time. A little foresight can reduce the time needed to obtain funds.

Much emphasis has been placed on the fiscal independence of schools. Granted, that the school district should be fiscally independent, it does not follow that the school district may or should take what it wants of the available community funds and leave the remainder to be shared by the other municipal departments for health, street sanitation, water, police and other services. The various governmental agencies must co-operate in the use of the community's funds. This co-operation is especially necessary in an area where there are overlapping tax districts. Long-term financial planning will acquaint the school officers with the total outstanding obligations which the citizens of the school district must meet.

It is interesting that of our national per capita income which is about \$1,400, we spend \$68 for alcoholic beverages; \$47 for horse race betting; \$26 for tobacco and cigarettes; \$12 for religious and social welfare; \$146 for federal income tax; \$139 for purchasing, maintaining, and operating motor vehicles, and so forth. Compare these per capita expenditures with the \$28 spent per capita for education. These per capital expenditures have been advertised many times. The result of this publicity, so far as changing the ratios, probably has been about zero. It is self-evident that the money spent for entertainment and amusement cannot be spent a second time for education. People spend their incomes for the things that they want most. Regardless of what people want, if they have the money to pay for the desired items, there will be someone to supply them. The price may be high. Social and economic laws may be ignored, but ignoring these laws will not keep them from operating. However, that peoples' wants can be changed is an established fact. In long-term financial planning for education some attention should be given to changing peoples' wants, since the money to finance education comes from the same sources as all other expenditures and the supply is limited. Perhaps people could be persuaded to give up some of the money spent for alcoholic drinks, tobacco, and horse racing if they can be made to realize

the importance of an expanded educational program.

Every community could make advantageous improvement in its educational system. In fact, most communities could bankrupt themselves improving their educational programs and school plants. However, desirable as such improvements might be, no one would recommend that a community go bankrupt to finance them. When a school board considers undertaking an obligation it should give sound consideration to its ability to assume the obligation. Like any public agency it should strive to maintain a safe financial structure for the district. During the war period, school districts had the opportunity, and still do for that matter, to make their financial structures more stable, should they need stabilizing. People have had and still have the money to pay high prices for luxury goods. They have also the ability to pay high taxes. In fact, tax collections are good.

Bettering Financial Status of Districts

Financial planning at the present time should make possible the accumulation of a surplus if the statutes permit it. If a district has been refunding a debt, now is the time to stop the practice and begin to reduce this debt. Most school districts have already improved their tax situation. The amount of uncollected tax has been reduced to a minimum. School districts should have adopted the policy of actually balancing their budgets. If fictitious book-keeping or paper cash have been resorted to in the past, during these prosperous years officials should eliminate such practices from future plans. Keeping current expenses on a pay-as-you-go basis has always been considered good financial planning.

Districts that have improved their financial policy during recent years may, on the other hand, have assumed additional obligations. Many school districts for one reason or another have neglected their school plants. A deferred maintenance program can only mean eventually increased costs to the school district. Furthermore, some school plants can never be returned to the condition in which they might have been kept. The war has accelerated shifts in population. As a result, some school districts have lost part of their tax base and other school districts are forced to assume increased obligations. Moreover, all school districts are beginning to feel the effect of the increased war birth rate. Future financial planning must take cognizance of the fact that the school district may have neglected part of its program and that the district may be forced to undertake deferred or acquired obligations. It may be suggested in passing that many districts would be wise if, in their

*Senior Supervisor, in Finance, New York State Department of Education, Albany, N. Y. Presented at the 34th Convention of the Association of School Business Officials in St. Louis, Oct. 13, 1948.

long-term financial planning, they would provide for rented or temporary housing for their peak enrollment. For should permanent housing be provided some districts will discover in a few years that they have overbuilt.

Many districts would be able to finance their programs without hardship if they could rid themselves of outstanding bond issues, issued for capital improvement. Before bonds are issued a careful study should be made of the community's unused financial capacity. Any long-term financial plan should aim to keep the burden on the taxpayer constant. One generation of taxpayers should not be permitted to place a heavy tax burden on another. Consideration must be given to each generation's financial ability and to its probable needs whenever the decision is made as to what part of the school district's capital expenditure will be put on a pay-as-you-go basis and what part can justly be transferred to another generation in order that each generation may be able to keep its financial structure stable.

In long-term financial planning one must not overlook the fact that costs are constantly changing and that the purchasing value of a dollar is also variable. The number of dollars available for purchasing differ from year to year. Consequently, long-term plans must be revised periodically. Keeping abreast of changing social and economic conditions is the most challenging aspect of long-term planning. However, any intelligent planning is better than no planning at all. The more uncertain the conditions, the more necessary the long-term planning. As no one can predict all the things that are likely to happen, any financial plan should be flexible and make provisions for emergency.

The Better the Schools, the Greater the Need of Planning

The purpose of any financial plan is to provide funds to carry on an educational program for the welfare of boys and girls. It is generally true that, after an educational program has been developed, part of the program must be eliminated because it seems impossible to develop a financial program that will support all of the educational program planned. Invariably the better the educational program the greater the funds needed to finance it. Likewise, the better the educational program the better the long-term financial planning must be.

Dating from our pioneer days there has been a gradual increase in the demand for more public services. No governmental agency has yet reached the point where it can see the end of this demand for additional services. Schools are no exception. The only factor that keeps most school districts from expanding their services is the lack of funds. If schools are to give maximum services for funds available, it is imperative that both the educational program and the financial program, which is to support it, be carefully planned for 5, 10, 25, or as many years as practical.

The fault with most of our educational

planning is that it is entirely too shortsighted. We consider only the present. By the time the plans are made and put into operation, the present is gone. We are really behind time before we ever begin. School people making their educational plans should project themselves years into the future. It should not be difficult to know what faults to correct when so much as been expressed about what is wrong with our schools. More needs to be said about what is right with our schools. Knowing what is right, as well as wrong, will help us to plan to avoid our shortcoming.

What shall we consider in our planning for the future? Twenty-five years from now educators hope that there will be more superior teachers; the number of pupils assigned to a teacher will be fewer; the classrooms in which the teaching is done will be better and larger. At that time we shall have more special teachers, such as home teachers, remedial teachers, and adjustment teachers. There will be more school psychiatrists, more school doctors, more well-trained school nurses, more school dental hygienists, and even more office help. We know that 25 years hence the school curriculum will be changed. No doubt city schools at least will admit children at the age of three and perhaps operate their schools 12 months a year, with night classes for students employed during the day. If these innovations prove too much for the schools of an atomic age, the communities may plan to have other agencies assume a part of the program which they can do much better and more economically.

Teachers Help in Planning

Whether we are dealing with long-term financial planning or long-term educational planning, it must be remembered that modern institutional living encourages straightforwardness as a method of operation. People are usually fair and just when completely informed. There is an old personnel principle that all persons affected by decisions should share in making them. That is why there is so much successful co-operative planning these days. Community projects are planned co-operatively by the various community agencies. Many boards of education are greatly disturbed because they can no longer ignore the teachers and other school employees. Today boards must not only meet teachers' committees but also co-operate with them. Today teachers have something to say about their working conditions. They have at last reached the place that labor reached 50 years ago. The day is gone, except in remote areas perhaps, when a board of education can dictate to its employees.

What can be implied from the somewhat general ideas I have been presenting? First, it is certain that there will be no decrease in the financial requirements of school districts. This will be true even though a school district may have many financial limitations and problems. As people demand more they will pay more by the way of taxation, but no doubt they will not be willing to pay directly for everything that they will want. At any rate, the public will require proof that it is really

getting the services that it is financing. Only when the public really wants something badly will it be willing to pay at its own instigation.

It goes without saying, that every school district should have a well-planned public relations program. While the objectives of the program would be to keep the public informed concerning school matters, it should emphasize the school problems and services that need to be sold to the community. The people who provide the funds for the educational program have a right to understand what their money buys. School district officials should not only keep the public informed about the school's activities and the purposes and the aims of these activities, but they should explain the procedures followed, the materials used, and the expenses involved. This was done orally in the town meeting of young America, today it is more important than ever. It can be performed best by a live public relations program. Publicity should be a definite part of long-term financial planning.

The basic problem of any school district in its long-term financial planning is to keep the financial structure of the district stable by keeping the district's obligations within its financial capacity. As any type of governmental unit approaches its financial limit, it is likely to undertake questionable financial practices and to seek the aid of the state or federal government. With state or federal aid to local units goes a certain amount of state or federal control. The control may be unintentional and unconscious but the control is inevitable. The implication is simply that as local units of government chose, or find it necessary, to lean on the state or federal government they are surrendering at least part of their rights of local self-government.

We are interested most of all, however, in having better schools throughout our country in order that we may give all our children an equal opportunity. As life becomes more complex people not only require but need more training. With the increase in technological skills, the demand for more training will continue. As the problems of society become more intricate, more and better schools must prepare for living in a more complex society. In planning educational and financial programs to take care of the problems of the future, schools will meet situations that are beyond the ability of the administrator. In other fields of endeavor, there is no hesitation about calling on experts who have unusual knowledge in special fields. Why should one hesitate to employ experts in the field of education? As you know, various types of school surveys are being made throughout the country at the present time. As a rule districts have these surveys made by persons outside of the school system. There should be no more hesitation about consulting a school specialist, whether the field be buildings, finance, or curriculum, than there is on the part of the medical or legal profession. The object of long-term planning is not just better administration but a wholly different type of administration. The type of administration that plans 5, 10, or 25 years ahead.

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*Pup Educati

For Better School Accounting —

Components of Pupil Transportation Costs *Randall Davis**

The costs of pupil transportation will no doubt continue to vary in different sections in the United States in proportion to the prevailing economic conditions of each. There is little that can be done to change these differentials.

Standardization of the components which go to make up pupil transportation costs is possible, however, and should be the goal of school officials throughout the country. Without such standardization, it will be impossible to make true cost comparisons between school districts and between the various states.

A cursory survey, made about a year and a half ago involving approximately six school districts in Southern California indicated this sad lack in cost accounting procedures. Two of the districts kept no transportation costs and the cost components of the other four differed to the point where no comparison was possible. It is possible that this situation exists in varying degrees throughout the United States.

The implications of this deficiency in districts where state aid is available, are obvious, especially in view of the fact that not one of the above reports contained, in our opinion, the total costs which should be charged to transportation.

The operational costs of pupil transportation are basic and form the major portion of the total. However, expenditures of considerable magnitude are often charged elsewhere when they rightfully belong to transportation.

It is the purpose of this paper to discuss all of the components which must be considered if the true costs of providing this vital service are to be obtained. Before going into individual components it would be well to establish a basis for requiring of our transportation services a thorough and complete accounting of their costs.

We believe these to be briefly:

1. To provide a true comparison between the costs of operating district-owned equipment versus those of contract service

2. To provide a true accounting of business management and stewardship to the school trustees

3. To provide true cost comparisons between school districts on local, state, and nationwide basis

With this goal in mind, we proceed to examine the various items which go to make up the true and complete cost of providing pupil transportation service.

Drivers' Wages

On the basis of commercial motor bus transportation, a driver's wages may properly account for up to 40 to 45 per cent of the total cost. A number of factors in school bus operations act to vary this percentage downward in most cases.

The use of student drivers may relegate this component to third or even fourth place in the proportion of the total. Varying wage rates in the various sections of the country will also have their affect. Again, the type of use or the amount of use to which the buses are put to will reflect in the drivers' wages. As an example, the Los Angeles City School Districts use their buses throughout the entire day on field trips in addition to the regular transportation to and from school. Therefore, full-time drivers are required. It is not surprising, therefore, that our drivers' wages account for approximately 40 per cent of the total cost of providing transportation service.

Operation and Maintenance

This cost will be the next highest in proportion to the whole, accounting for approximately 25 to 30 per cent of the total. Included in the operation and maintenance figures are the following:

- Mechanics' salaries, including garage foreman

- Repair parts

- Gasoline and oil

- Tires and tubes

- Drivers' uniforms (if provided by district)

All of the above items, with the exception of drivers' uniforms, should be charged directly to the vehicle and not prorated over the entire fleet. In this way we can determine the true costs of operating each individual bus.

Depreciation of Buses

The depreciation of buses will vie with operation and maintenance costs for second place proportionately. Several factors will determine this relationship.

1. Quality of the Equipment

The cost of operation and maintenance over the life of a cheap vehicle will normally equal two to three times its original cost. The operation and maintenance cost of quality equipment will usually be equal to the total original cost.

2. Original Cost

Obviously, original cost and the quality of the equipment go hand in hand under ordinary conditions. This is not always the case, however. It is just as easy to get "stung" on a school bus as on any other item a district may purchase. Therefore, while the two are

closely related it does not follow that they are always related in the same ratio.

3. Basis of Depreciation

The basis of depreciation, whether it be on a mileage or yearly figure, will be subject to estimate. Should the estimate of the life of a vehicle be too great, the cost will be shown too low. On the other hand a low estimate will boost the charges too high. The amount of use to which the equipment will be put is also a factor since the bus may become obsolete before it has completely depreciated mechanically.

4. Standard of Operation and Maintenance

This, of course, refers to the quality of maintenance work performed by the mechanical staff and to the care with which the bus is operated by the driver. Failure of either of these factors can have far reaching results as commercial operators will testify.

Depreciation of Garage and Equipment

If a garage is or was constructed for the exclusive purpose of servicing school buses it should be totally charged off against pupil transportation. A basis of 25 to 50 years, depending on the original cost and estimated life is common practice. If the garage is only used partially for servicing buses, the proportion of use should be determined and charged accordingly. Garage tools and equipment should be written off on a shorter term basis. Ten years is good practice. By this method 1/10 of the total equipment and tool cost is written off each year and added to the garage depreciation figure.

Insurance Charges

The total yearly cost of all insurance bearing on pupil transportation is charged each year. The proportion of insurance costs to the total will vary with the amount and type of coverage, policy forms, etc. In the case of collision and liability insurance the operating areas will influence the cost. City operations involve greater risks and will naturally cost more than those of a rural character.

Districts having blanket insurance coverage can compute the cost of this item accruing to transportation by obtaining the actual manual charges less any percentage reduction the district may have saved as a result of competitive bidding.

District's Contribution to Employees' Retirement

If the district has a retirement system to which it contributes for the benefit of the employees, that contribution should be charged on a proportionate basis to the pupil transportation service.

This contention is based on the fact that if the service is contracted for this contribution would not be necessary. Therefore, this is a just charge against the district-owned service.

Administrative Costs

Many districts do not charge off administrative costs on the basis that they do not

(Concluded on page 68)

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CITY SCHOOL FINANCES

THE financial problems which afflict the larger and medium-size cities of this country are necessarily reflected in the conditions which attend the management of school systems. On the whole there has been in recent years a steady decline in the exaction of the property tax. In most instances, due to war activities, the cities have shown an increase in property values. These, however, may be regarded as incidental and temporary only.

Students of political service admit the cost of local government has materially increased and thereby the problem of finance made more difficult. Professor C. E. Merriam, of the University of Chicago, recently said: "The enlarging era of social service rendered by the government, the increasing attention given to forgotten men, and more recently the overshadowing problems precipitated by the war—all these have raised city problems that have not been well solved thus far. But, clearly, until there is a sounder common understanding of financing, the job is very difficult."

The changes which are in process in urban centers demonstrate that there is again a decided trek from city to suburban and near-by country. Modern means of transportation have made this possible. The business or professional man, as well as the mechanic, find it more economical and far pleasanter to reside amid semirural or rural surroundings than to live in the city. If he cannot avail himself of very convenient bus service, he takes recourse to his own car. His taxes are decidedly lower in a suburban or rural district.

The result is that property values in the cities have measurably declined, while the cost of government has increased. This in turn has prompted the tax authorities to place additional pressure upon property in order to obtain the revenue necessary to operate the municipal agencies of government. The claim, therefore, is made that the tax burden placed upon property has reached the breaking point and can no longer be increased.

So far as the schools are concerned, the remedy must be found on the one hand in larger state aid, and on the other in the de-

velopment of new sources of tax income. The operating cost of the schools cannot be reduced without disastrous results to the services which a well-rounded program of education demands. The possibility of cutting salaries of teachers and operating personnel needs only to be mentioned to make its folly understood. Most school systems are already practicing all the economies practical in these days of rising costs and lowered purchasing power of the tax dollar.

The thought is frequently advanced that an adequate financing of a city school system is wholly dependent upon a better understanding between the administrators and the taxpaying constituency. That is not entirely true. The public may stand in a co-operative attitude toward the schools only to find that it lacks the tax ability to support them in the manner that it would like to.

Practically every community has unused tax resources which must be called upon if school costs are to be met under the heavier demands for added services, higher salaries, and greater maintenance and building costs. The local income tax is one excellent source, especially in the large cities where vast numbers of the best citizens earn their livelihood but live and pay taxes in the suburbs or rural areas. License, entertainment admission taxes, and charges for special services provide in most communities further opportunities for income in which the schools should share. A genuine duty for the school boards is to participate in all tax discussions, to promote legislation which will eliminate inequalities and injustices to the schools, and generally to work for a sound, permanent tax structure that will make the schools less the beggars which present conditions make of them.

THE REFERENDUM VOTE IN SCHOOL ADMINISTRATION

THE question of throwing a controversial school question into the lap of a local constituency to be voted upon by the general public has come to the surface during the year in several communities. A board of education takes action upon a policy or project which displeases a group of citizens who then appeal their case to the voting constituency. More frequently a board of education after a year or more of discussion, led by its professional executives, places before the people a needed extension of school service or a school plant expansion program which can be made possible only through a majority vote permitting an increase in the school levy or a bonded debt on the district.

In a small Midwest city a politically

mind group sought to reorganize the school board and to take the annual budgets and the appointment of the school board out of the hands of the annual school meeting and place it in the hands of the city council. No fault was found with the board in office or with the administration of the schools. The local political powers in control wanted the city to take over. The proposition was defeated 2 to 1.

In Peoria, Ill., the politicians sought this fall to change the method of electing the heretofore independent, small board, which is chosen at large on a nonpolitical basis and which has a ten years' record of reasonably successful administration. They wanted a large board, elected by wards on purely partisan lines. It was intended to return to the ancient evils of partisan control and the advancement of neighborhood interests. The project failed under the criticism of the press and of a widespread civic protest.

The expediency of resorting to a referendum vote on hastily considered and narrowly partisan questions may be seriously questioned. The assumption must be that where the school authorities are doing a reasonably effective job of administering the school system in the interest of the children they should not be interfered with in the exercise of their duties. If the people are dissatisfied with what the school board does, or fails to do, the voters certainly have the right to register their protest. But to go one step farther and assume that the general public is better fitted to judge a school-administrative policy or action than are the professional school executives and the board of education is illogical and unsound. The average citizen does not pretend to know whether interference with a school-administrative body is right or wrong. He may be persuaded by some busybody into protest action.

In these disturbed days there is a tendency to make light of established authority and to defy those who do not conform to the whims and notions of their fellow men. The school administrator has a sacred task to perform and must not allow himself to be stampeded or swerved from that task. He owes it to himself and to the community to promote and protect school children entrusted to his guidance and care.

ENGLAND'S SCHOOL PLANT PROBLEM AND OUR OWN

THE shortage of schoolhousing in the United States is repeated in a far more serious way in Great Britain where during the war endless numbers of buildings were destroyed by the "blitz" and where the dislocation of the population has dropped thousands of children into the care of the

local education authorities of the smaller communities. But England is making a heroic fight to give every child a seat in a schoolroom. Between January, 1947, and October, 1948, Parliamentary Secretary to the Minister of Education, D. R. Hadman, reported the approval of £44.5 millions' worth of education building—a truly huge amount in so limited a country. To speed up the work and to cut costs to an absolute minimum, the expedients of a "standardization, flexibly applied, bulk ordering, and the use of prefabricated units" have been widely used. A "Technical Working Party on School Construction," made up of engineers, and construction experts has been at work making a national study and has protested sharply against the erection of temporary buildings where a permanent school population is to be served.

The English school architects are moving strongly in the direction of one-story school buildings, with flat roofs, great expanses of windows, plain brick walls, and a complete absence of ornament. In this connection "Education"—the official organ of the Association of Education Committees (local school boards) — comments:

The report recognizes that standardization can easily produce monotony and states that it would be a catastrophe if its proposals when put into effect created a deadly monotony for schools of all types throughout the country. This danger, it is pointed out, can be avoided if realized at an early stage. This "deadly monotony" is accentuated by the present tendency to design schools almost entirely with one story only and then create a mushroom spread over the site. Is this always necessary? We note also that the Minister attaches special importance to the suggestion that more attention should be paid to the development of surface textures and colours in factory-produced materials, such as concrete blocks and slabs. The inadequacy of surface textures and the lack of variety in colour is, in the Minister's view, a principal defect in much prefabricated building in this country at the present time.

We in the United States stand in exactly the same danger of having the present rush of new school building planning result in endless monotony of glass-sided boxes that will make the towered school nightmares of the nineties seem heavenly in interest and architectural imaginativeness. The "new look" in school architecture requires a touch of a design genius if it is not to resemble grandfather's woodshed.

A LIBERAL EDUCATION

Every citizen of a free society is entitled to a liberal education. This is the education which develops his intellectual power and the humanity which he has in common with his fellow men. Up to the point at which they have acquired a liberal education, then, we have an obligation to have all our youth, not 49 per cent, but all, in college. Beyond that point education is a privilege, not a right. Its continuation beyond that point must chiefly depend on ability and interest. — *Robert M. Hutchins.*

Word From Washington

Countering Crime-Laden Comics

Elaine Exton

Last May two boys aged 11 and 12 flew a stolen airplane from Oklahoma City to Cheyenne, Okla., a distance of approximately 120 miles, on knowledge they claimed to have gleaned from comic books. A few days later a 14-year-old Chicago youth admitted smothering an eight-year-old girl playmate to death in an argument over comic books. These and similar stories that have recently received wide publicity in the nation's press have dramatically called public attention to some of the harmful consequences that can stem from "ten-cent terrors" depicting vice, bloodshed, and sadistic abuse and have contributed momentum to citizen campaigns to counter the menace of "uncomic" comics.

Reporting on a two-year study of the effects of comic books on youngsters—made in conjunction with 11 other psychiatrists and social workers—Dr. Frederic Wertham, senior psychiatrist for the New York Department of Hospitals, concludes: "We do not maintain that comic books automatically cause delinquency in every child reader. But we found that comic-book reading was a distinct influencing factor in the case of every single delinquent or disturbed child we studied."

The Comic-Book Craze

According to a survey conducted by the Market Research Company of America, among children between the ages of 6 and 11, 95 per cent of boys and 91 per cent of girls read comic books regularly, while among adolescents between 12 and 17, 87 per cent of boys and 81 per cent of girls are regular readers. A study of comic-book reading carried on under the auspices of Columbia University's Bureau of Applied Social Research and reported on in the December, 1947, issue of *McCall's* discloses that a "moderate" reader who enjoys comics along with other activities may peruse anywhere from 2 to 10 or more comics a week, while a "fan" who would rather read comics than do anything else no matter what other activities are available may read as many as 15 a day.

Around 60 million copies of comic books are sold each month. It is reliably estimated that about 75 per cent of the annual revenue of this 60 million dollar industry comes from purchases made by children. The content of most of the more than 400 different comic magazine titles now available is far different from that of the comic cartoon strips that today's generation of adults poured over when they were children.

As Coulton Waugh, author of *The Comics*, observes: "You can laugh at the comic books but you can't laugh them off. They are a startling addition to both children's and grown-

ups' reading matter with which we all might become better acquainted—if only to understand what our children are looking at. . . . The history of useful comics presents a most brilliant spot in the whole story of the comics. If the welfare of man has any importance, any value, surely this budding way of reaching people at their most formative period is of first importance from the educative viewpoint."

Not all comic books are trash. The problem is to sort the wheat from the chaff, to encourage the production of good comics, the improvement or elimination of unworthy ones, and to help children be more discriminating in their selections. Two of the nation's powerful lay organizations, the National Congress of Parent and Teachers with a total membership of 5,127,896 and the General Federation of Women's Clubs with a membership in this country of 5,502,304, have recently taken steps to prod comic-book creators and publishers into devising and distributing better comic magazines for children.

National PTA Insists Objectionable Comics Must Go

In the interest of strengthening their program for helping parents and community leaders "to meet adequately the normal needs of children and youth" and combat the "evil forces" that contribute to juvenile delinquency, the Board of Managers of the National Congress of Parents and Teachers on September 16, 1948, at a meeting in Chicago adopted a resolution recommending the following plan of action:

At the National Level

"1. That further studies revealing the effects of these influences (comic books, radio programs, and motion pictures) on children and youth be made, and that such findings be disseminated, especially to those responsible for undesirable types of amusement.

"2. That the National Congress of Parents and Teachers initiate a co-operative movement with publishers and producers to improve products and programs."

At the State Level

"1. That all state congresses set up procedures to review their state and local laws and ordinances in regard to sale of objectionable literature, and to seek community action to improve and to enforce existing laws.

"2. That the organization of local radio listener councils, motion picture councils, and evaluating groups on comics and other publications be encouraged.

"3. That the study and evaluation of radio programs and motion pictures by students in schools be also encouraged."

Mrs. Mabel W. Hughes, the national PTA

president has appointed a committee of five "to put this plan into effect on a nationwide front." In an editorial on "Newsstand Nightmares" in the November issue of the *National Parent-Teacher* Mrs. Hughes states: "On the single basis of good taste, because they tend to destroy the child's capacity to enjoy art and beauty, his appreciation of his mother tongue, and his respect for the integrity of careful craftsmanship, these publications (comic books whose major theme is violence) deserve censure. Add to this fact that the stories and their characters are cheaply conceived, cheaply executed, and subtly filled with incitement to 'adventure,' and they deserve not only censure but censorship." In further explanation of the PTA attitude Mrs. Hughes remarked: "What we are seeking to do, therefore, is to encourage the responsible leaders in the comic-book industry through every means at our disposal to bring only worth-while programs and reading material to our children."

Adequate Standards Sought by Federation of Women's Clubs

The Youth Conservation Committee of the General Federation of Women's Clubs sponsored a meeting on October 29 in Washington, D. C., attended by representatives of the comic book, radio, motion picture, and television industries as well as leaders of national religious, educational, and youth-serving agencies to discuss desirable standards for these various media and how to realize them.

Asserting that "we have got to find out what is behind the trouble our young people are getting into," Mrs. J. L. Blair Buck, president of the General Federation of Women's Clubs, declared in opening the meeting: "The producers of these media are in business to sell products. We want to make sure that only good things are sold and to expand the markets for good products." As a result of the conference a national council composed of representatives of lay organizations and producers of media is being set up to conduct research and develop and publicize standards for entertainment programs for children and youth.

Suggestions for Evaluating Entertainment Programs

Addressing this gathering unofficially, Dr. Bess Goodykoontz, director of the U. S. Office of Education's Division of Elementary Education, presented the following suggestions for evaluating whether comic book, movie, radio, and television programs are suitable for meeting the needs of boys and girls:

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This is one of the big claims for these media. Each does what print does, and something more. These media are the art of our everyday society.

The comics may have their artistic merit in drawing, in story, in the literary quality of the episode; a motion picture may have this artistic merit in its photography, its drama excellence, its plot; a broadcast may have its artistic merit in literary or musical value, in the quality of voice and diction, in the form of presentation, in the general excellence of content.

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In English—it is no more acceptable to have inaccurate or low-brow English in these media than in books, which are also a form of "publishing."

In interpretation—as for example: interpretation of types of people. Because of the speed of their presentation and their temporary character, these media are apt to depend on "symbols." For example: *the criminal, the homemaker, the teacher, the successful businessman*. These stereotypes may be dangerous if children adopt them instead of learning to know and like different kinds of people.

4. Each production should contribute to good mental health habits.

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They should try to prevent undue escapism. This danger is not peculiar to the four media under discussion. People "escape" in books as well as in other ways. However, we all need to be aware of the hazards involved—for example: in presenting continually in films certain concepts of home life, of phenomenal success, of personal possessions, and so on, which set false standards.

They should, if possible, provide opportunities for youth participation. I believe it would be worth while for teachers to experiment with ways of securing children's participation—i.e., a reaction to a picture, a share in planning a series of broadcasts, something to do about what they have read or seen or heard.

The development of a wholesome sense of humor seems to me to be one of the greatest needs of our time. Days go by without our hearing anyone laugh. It is a tonic to good mental health. Children's programs in pictures and broadcasts have unusual opportunities along this line.

Code of Association of Comics Magazine Publishers

Fearful that the storm of controversy stirred up by comics exploiting crime and sex might jeopardize the future of all comics a group of publishers of comic books and magazines has recently banded together in an effort to clean up the trade and to develop self-regulatory machinery along lines similar to those of the radio and motion picture industries.

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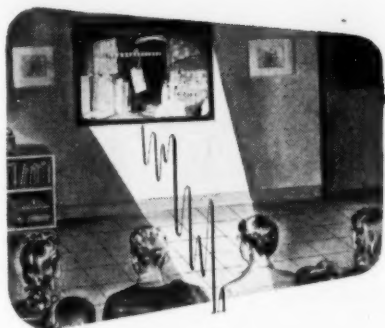
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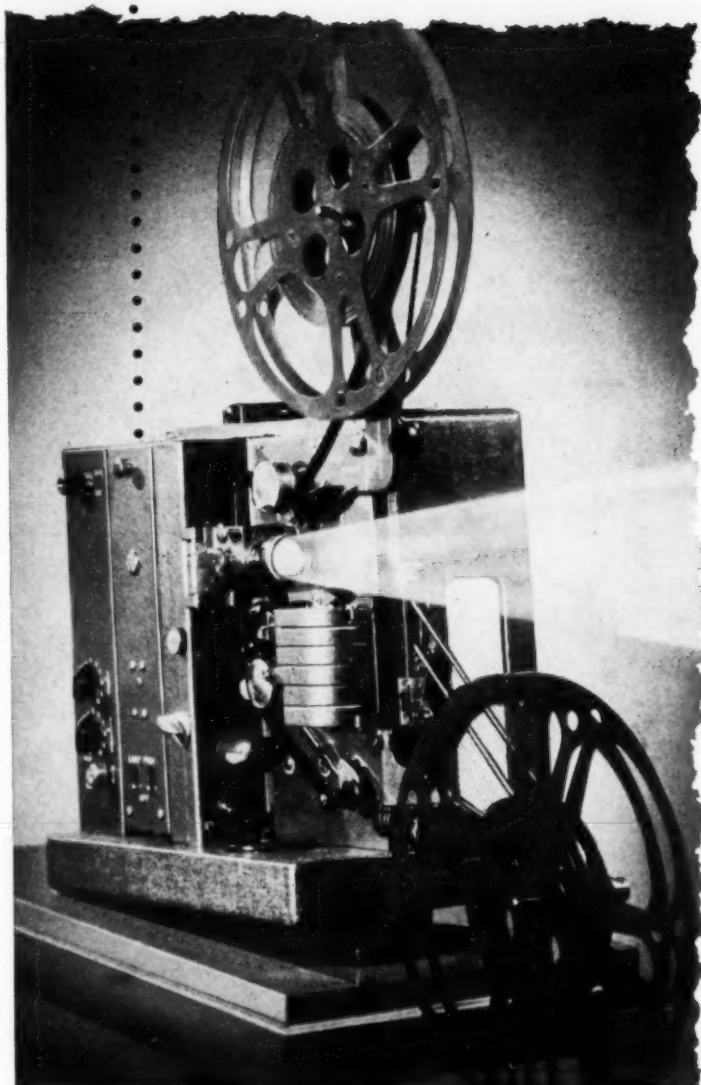
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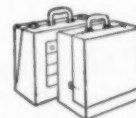
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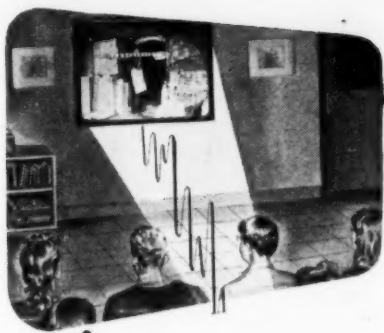
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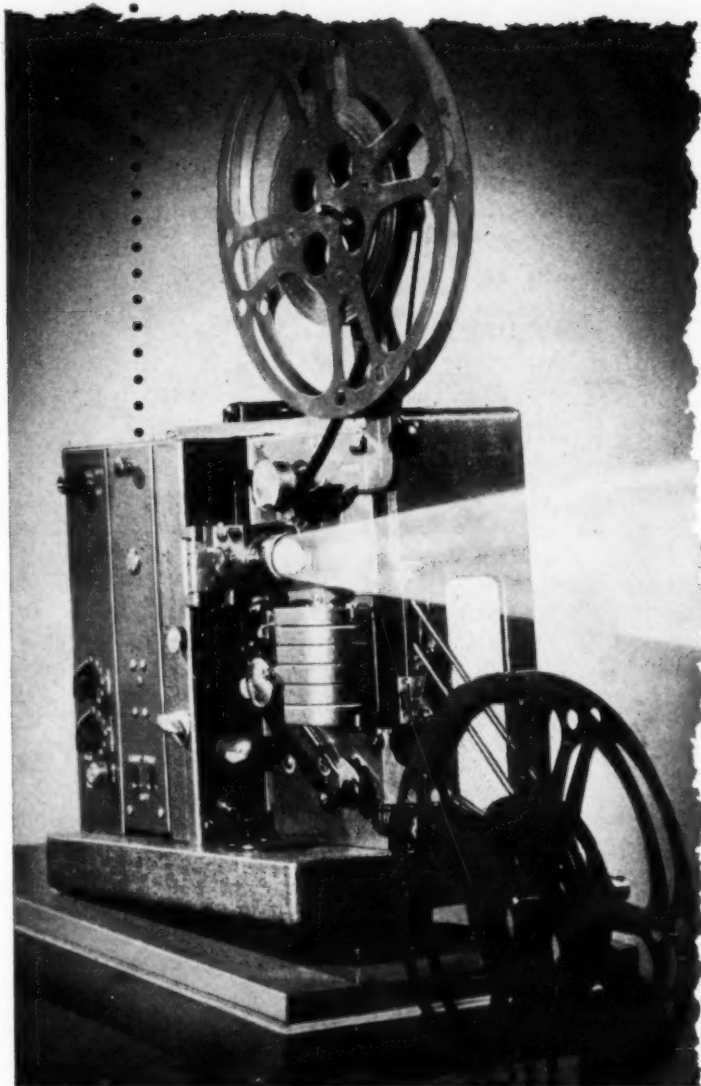
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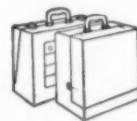
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on those publications complying with the above code.

Continuing Need for Citizen Support

James V. Bennett, director of the Bureau of Prisons of the U. S. Department of Justice, is among the serious students of this subject who think it is open to doubt whether any form of self-regulation of the comic-book industry will accomplish substantial improvements; first, because the publishers of the more lurid ones do not belong to the Association of Comics Magazine Publishers, or adhere to its code; and, second, because there is no method of enforcing this code.

Mr. Bennett, therefore, is stressing the importance of citizen action to promote the production of wholesome comic books and to protest those that tend to lower moral standards and suggest antisocial acts. He urges adults—including school superintendents and school board members—to form committees to screen the comic magazines sold and distributed at local newsstands, drug counters, candy stores, and similar places and to request the withdrawal of the sensational and obviously harmful ones "that blueprint crime in a way that can be and is imitated."

More than 50 American cities have banned horror comics that feature mayhem, murder, or lust and that have been found objectionable by civic groups according to a recent report of the American Municipal Association. In most of these municipalities censorship committees that include public school representation have been set up to pass on comic books before they are offered for sale. Such committees are now functioning, for example, in such diverse places as Indianapolis and Terre Haute, Ind.; Youngstown, Ohio; East Hartford, Conn.; Oneida, N. Y.

In Oregon the initial impetus for the comics cleanup campaign came from retail druggists in the state who have barred 43 of these publications from their shelves and have drafted a proposed state law for regulation of comic books and other publications. A public meeting under the auspices of a committee representing school and civic organizations was held in Portland in early November to consider proposals to control harmful influences in children's comic magazines.

The validity of laws under which comic book sales have been banned has been challenged in some places, notably, Chicago, Los Angeles, and New York. Some 20 states have statutes forbidding the sale of indecent, harmful, immoral, or obscene literature.

The School's Responsibility for Comic-Book Reading

What is the school's responsibility with respect to checking excessive reading of crime comics? There are a number of useful things that school officials can do besides participating in local comics cleanup drives and writing letters to publishers praising good comic magazines and condemning undesirable ones. For instance the school program can provide pupils with real experiences and engrossing interests



OH, SAY CAN HE SEE?

— Courtesy Chicago Sun-Times

that will compete with the comics for their time and attention and eventually eclipse their absorption in them. Hobbies, hikes, trips, athletic games are examples of wholesome activities that can supply some of the zest of high adventuring that many children seek comic books to satisfy.

In order to offer successful counterattractions to comic magazines educators must understand their lure for children and why they crave them. School administrators and teachers should study current comic books and know what is in them. After comparing different ones and examining pro and con arguments concerning whether such publications influence for good or evil they can find out which their pupils read and what they remember from them. Then through class discussions they can help students to distinguish between the fantasies and inaccurate representations in some comics and real life problems as well as aid them in forming sound moral concepts. Children can also be helped to recognize the difference between good and poor content, writing, art work, and printing that these magazines exemplify.

Agnes Samuelson, N.E.A. staff member, recommends that schools increase their emphasis on teaching children to discriminate among comic books declaring that "only when individuals have high value standards will regulation and restrictions be unnecessary." She believes that progress will be made only when such teaching becomes a regular part of the school program.

If the reading of well-written literature can

be made popular, a child will not turn to comic books for his spare-time reading in the opinion of Miss Mabel Snedaker, assistant professor of education at Iowa State University and chairman of the State Reading Circle Board. "We must try to surround each student with fine, attractive, interesting children's books," she avers, "so that they will find worth-while literature easy to obtain." She feels that the most important thing is to have such books readily accessible in school and at home so that the children will learn to appreciate the better material and not fall back on comics.

In somewhat similar vein, Dr. Alice P. Sterner, a member of the faculty at Barringer High School, Newark, N. J., suggests that when a teacher discovers a major interest in one medium, she points out a second medium that would satisfy the same interest. In this way the detective thriller fan may be led to the enjoyment of the Sherlock Holmes stories, she asserts, or a pupil who likes adventure may discover that the tracking down of the criminal by the detective is no more exciting than the scientist's search for truth. Many youths may never glimpse the possibilities in the development of their favorite themes unless these are revealed to them by adults, she maintains.

QUEER SCHOOL NEWS

Leon L. Jones has taught industrial arts in a high school at Seattle, Wash., for 44 years and has never been absent or tardy during this period. He is the only remaining instructor in the original staff of the school still in service.

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SCHOOL LAW

School Lands and Funds

Statutory provisions requiring the permission of parents and the approval of the county superintendent for the closing of schools and the transfer of pupils where there are less than five children who are 7 years of age and less than 16, have no application to a city school district. R.S. 1943, §§ 79-220 to 79-225.—*State ex rel. Strange v. School Dist. of Nebraska City*, 33 Northwestern reporter 2d 358, 150 Neb. 109.

The payment to teachers who were re-employed on or before July 1, 1947, of their salaries in 12 equal monthly installments at the end of each month during the fiscal year in accordance with the terms of the Florida statute, with the result that the teachers would be paid salaries for July and August before any services were rendered, is not unconstitutional as a use of school funds for other than an exclusive school purpose. F.S.A. § 236.02; F.S.A. Fla. constitution, art. 12, §§ 8-10.—*Weiss v. Leonardy*, 36 Southern reporter 2d 184, Fla.

Schools and School Districts

The words *school district* constitute a generic term conveniently used to designate the territory that has been organized as a political or civil subdivision of the state for the purpose of the administration, support, and maintenance of the public schools of such territory.—*Baldwin v.*

Board of Education of City of Fargo, 33 Northwestern reporter 2d 473, N. Dak.

School District Government

A county board of education is part of the state's educational system.—*Donathan v. Mc-Minn*, 213 Southwestern reporter 2d 173, Tenn.

School boards in North Dakota have only such powers as the statutes confer on them.—*Mc-Withey v. Heart River School Dist.*, No. 22, 32 Northwestern reporter 2d 886, N. Dak.

School District Property

With reference to the construction of school improvements, in the absence of a question as to financial responsibility, the low bidder is entitled to an award of the contract as a matter of right.—N.J.S.A. 18:6-26.—*Frank P. Farrell, Inc., v. Board of Education of Newark*, 60 Atlantic reporter 2d 304, 137 N.J.L. 408.

Where a proposal of a board of education for temporary heat, as an additional proposal to that calling for the installation of a heating and ventilating system, contained every essential element necessary for a common standard upon which to base competitive bids except for the number of days that would be required, which element was incapable of being accurately determined in advance of the event, a call for unit prices was authorized. N.J.S.A. 18:6-26.—*Frank P. Farrell, Inc., v. Board of Education of Newark*, 60 Atlantic reporter 2d 304, 137 N.J.L. 408.

School District Taxation

A private act of Tennessee, authorizing the Polk County Commission to issue bonds for the construction of school buildings is not unconstitutional in that it requires the proceeds of bonds to be expended on particular sections of the county, while levying a tax on all property in the county to pay such bonds, where the county contains no municipality operating an independent school system. Tenn. private acts of 1947, c. 671; Tenn. constitution, art. 11, § 8.—*Crewse v. Beeler*, 212 Southwestern reporter 2d 39, Tenn.

An Illinois statute requiring a clerk to keep a record of the official acts of the board of education requires that a record be kept of all the essential steps in levying a tax. Ill. revised statutes of 1943, c. 122, §§ 120, 136.—*People ex rel. Prindable v. New York Cent. R. R. Co.*, 81 Northeastern reporter 2d 201, Ill.

A record of the clerk of essential steps in the levying of the school tax could not be amended or supplied by the uncertain memory of the witness, even of clerks or officers. Ill. revised statutes of 1943, c. 122, §§ 120, 136.—*People ex rel. Prindable v. New York Cent. R. Co.*, 81 Northeastern reporter 2d 201, Ill.

Teachers

An increase in salary beyond the maximum of the grade of a position is a "promotion" for which an appropriate competitive examination is required wherever practicable under the Education Law. N. Y. Education Law, § 3103.—*Prendergast v. Board of Education of New York City*, 80 N.Y.S. 2d 739, N. Y. Sup.

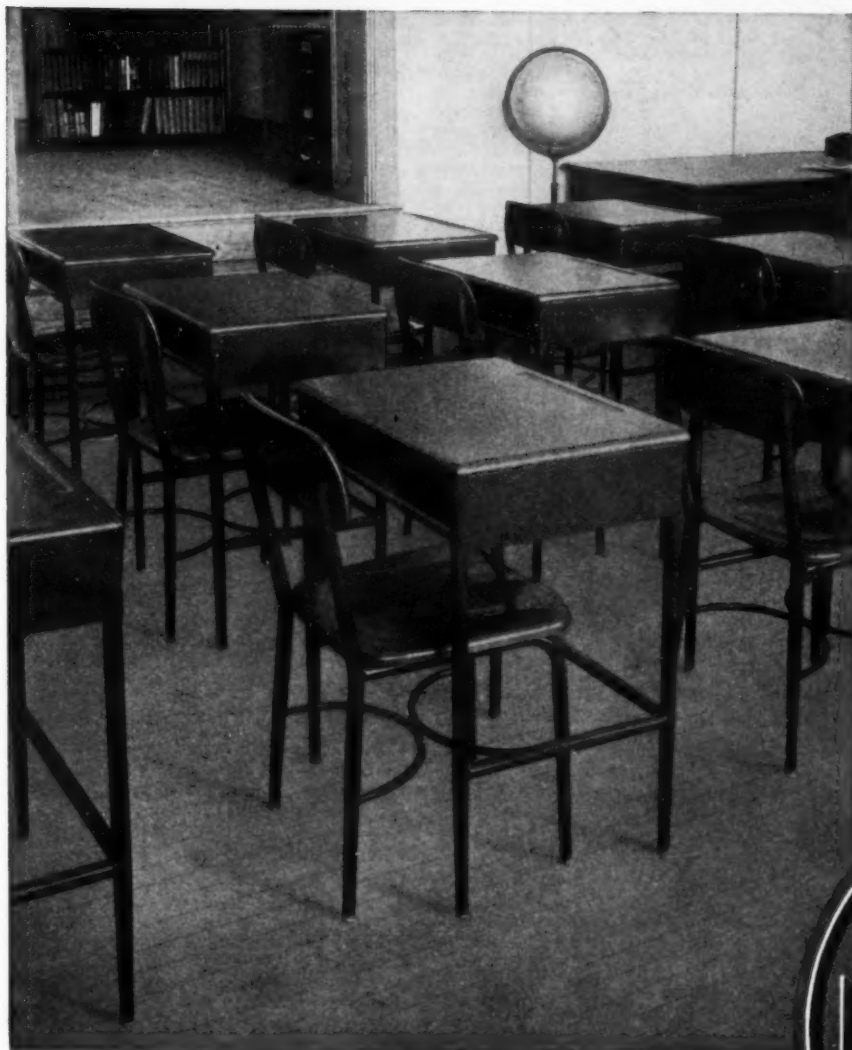
A transfer from a position of supervising principal at a salary of \$3,250 per year to a position of principal of an elementary school at \$2,500 per year constituted a "demotion" both in salary and type of work. 24 P.S. § 1201.—*Appeal of Dugan*, 59 Atlantic reporter 2d 888, 359 Pa. 590.

Under the Louisiana teachers' retirement act, neither a probationary nor a permanent teacher can be discharged without cause. La. Act No. 100 of 1922, § 48, as amended, Act. No. 58 of 1936; § 49.—*State ex rel. Piper v. East Baton Rouge Parish School Board*, 35 Southern reporter 2d 804, 213 La. 885.

Under the Alabama teachers' tenure law, a school board may cancel the contract of employment of a teacher who has not obtained continuing service status merely by notifying her that she will not be re-employed for the next ensuing year. Ala. code of 1940, Tit. 52, § 360.—*Whittington v. Barbour County Board of Education*, 36 Southern reporter 2d 83, 250, Ala. 692.

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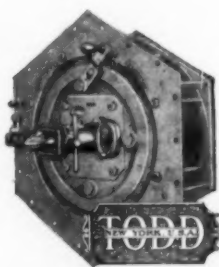
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**SCHOOL BUSINESS
PUBLICATIONS**

Color Planning for School Interiors

Prepared by the Department of Education. Paper, 100 pp., \$2. St. Paul Public Schools, St. Paul, Minn.

This manual "is designed to provide practical suggestions on how to plan the color scheme with due regard to the architectural design, lighting, equipment, and use or function of each school interior so that it may better serve the visual comfort and mental and bodily well-being of those using the interior, especially the boys and girls in school."

The book is the result of a co-operative study, carried on by a committee of art teachers, a number of color experts, the business manager of the city school system, a practical painter, an ophthalmologist, and a number of community leaders in art. The five sections discuss in brief chapters: (1) the background of color planning for school interiors with emphasis on the educational and health aspects of good school interiors and the effect of colors on these health and learning situations; (2) the St. Paul public school policies and procedures for developing color schemes; (3) the guiding principles of color selection for the improvement of light, the right use of the eyes, and the correct utilization of color characteristics; (4) the practical selection of colors, the use of color markings for piping and other details which may be dangerous, the specific selection of colors for classrooms and other special purpose rooms, corridors, stairways, etc. Large color chips are provided for helping painter contractors match the most desirable shades and tints in special school areas. The color chips include specific descriptions and exact light-reflection coefficients.

School-business executives and others responsible for the decoration of school interiors will find this report surprisingly inclusive, completely dependable, and extremely helpful. The St. Paul schools, especially the business and art departments, are to be congratulated on this contribution to improved school lighting and decoration.

School Transportation Responsibilities

Prepared under the direction of Maurice G. Osborne, New York State Department of Education. Paper, 48 pp. Albany, N. Y.

This publication presents the idea that "not one child shall be injured, maimed, or killed as a result of school transportation in New York State." It sets forth briefly, but specifically, the responsibilities of the children, the teacher, the board of education, the school administrator, the bus driver, and the public generally.

It is particularly heartening to know that the co-operating committee which gathered the material for the report points out that the boards of education must accept the responsibility for the educational welfare and safety of the children of the respective school districts. In New York, the transportation costs \$10,000,000 annually and uses equipment valued at \$20,000,000. The boards of education can discharge their duties specifically by (1) employing competent drivers, (2) seeing that these drivers are trained, (3) purchasing school buses and maintaining them in safe condition, (4) housing and servicing the buses so that they are operated economically as well as safely, (5) insisting that the pupils be trained in safe habits on the highway and in the buses, (6) compelling the observance of safety laws and requirements of the motoring public and the communities generally. The book is significantly illustrated and includes helpful material for school use and references for good publicity.

School Shop Safety Manual

Compiled by Ludwig Madsden and Paul R. Fromer. Paper, xii-240 pp. Published by the New York City board of education at 110 Livingston St., Brooklyn 2, N. Y.

A manual of shop safety education, incorporating a careful restatement of the safety rules and approved practices issued as official circulars and pamphlets. The regulations which are an integral part of the manual, apply to the use of equipment in shops, laboratories, duplicating rooms, key filing rooms, laundries, and other rooms using machines and hand tools. The last part of the booklet is devoted to procedure in safety tests and examinations, and to a list of selected references.

Virginia School Boards

Compiled and edited by the Virginia Association of School Trustees. Paper, 82 pp. Published by the Virginia Association, at Richmond, Va.

A competently written manual for the guidance of school board members, setting up policies for matters ranging from the appointment of a superintendent to the procedure of a board meeting. It is intended to strengthen the position of the school board in local school government, by making clear to all boards the importance

of their office and the authority attached to it. It takes up such important topics as size of board, powers, duties and functions, ethics, committees, rules and regulations, status of the superintendent, duties and functions, qualifications and salary of the superintendent, school board relationships, and educational policies. The manual should find a place on the bookshelf of the school office.

Working With a Legislature

By Beatrice Sawyer Rossell. Paper, 82 pp., \$1.90. Published by the American Library Association, Chicago.

The school official interested in educational legislation, who is willing to stop, think, and translate into school terms and needs will welcome the practical suggestions made by Mrs. Rossell for steering a bit of public library legislation through a state legislature. The booklet suggests how, and by whom, a good bill is to be drawn up, how it is to be introduced and nursed through the committees, what publicity is desirable, how library and lay leaders may be induced to help, etc. There is much common sense information on do's and don'ts in dealing with a governor, with members of the legislature, with related state departments, and with those difficult groups, the taxpayers. The recommendations are stated simply and without the professional dogmatism that mars some school legislative materials.

The Financial Control of Education in the Consolidated City of New York

By Rose Naomi Cohen. Cloth, xi-212 pp., \$3. Bureau of Publications, Teachers College, Columbia University, New York, N. Y.

This study analyzes the problems of financing the public schools of New York City from the standpoint of the relations between and the controls exercised by the state of New York, the municipality, and the school corporation. It traces the history and describes the present legal status of the school system and describes the endless controversies in the budgeting, expenditures, and accounting of the local and state funds for education. The more recent attempts through legislation and legal decisions to resolve these difficulties and to move forward toward greater independence, more clear-cut authority and responsibility on the part of the board of education are traced. Two final chapters describe (a) the growth of the state's responsibility and its support of local education through unified central administration, and (b) the attempts at setting up acceptable and clear-cut legal division of the state-municipal-education responsibility of educational support.

The author is positive in her insistence that legislation is needed to further clarify the state-educational municipal relations in the support of the schools, that greater independence of the board of education is needed, and that new sources of revenue must be found to relieve the growing burden upon local real estate. She recommends the appointment of a commission to work out a long-term policy for correcting the situation.

Custodial Services, Repairs and Utilities

Paper, 112 pp., 85 cents. Department of the Army Technical Manual TM 5-600, June, 1948. Superintendent of Documents, Government Printing Office, Washington 25, D. C.

This army technical bulletin has been developed for the training of army men responsible for the custodial care of army barracks, base headquarters, and other army buildings. It outlines quite completely the operations involved in caring for floors, walls, and ceilings, suggests standards for the purchase of custodial equipment, particularly cleaning machines and tools. Chapters are devoted to methods of determining custodial personnel, organizing programs of custodial service, training personnel, etc. Complete operation sheets are included for maintaining machines and tools for cleaning various types of rooms and building areas, and for renovating walls and floors. The manual is a "must" in every school-business department.

American Standard Practice for School Lighting, 1948

In Illuminating Engineering, September, 1948. Illuminating Engineering Society, New York 10, N. Y.

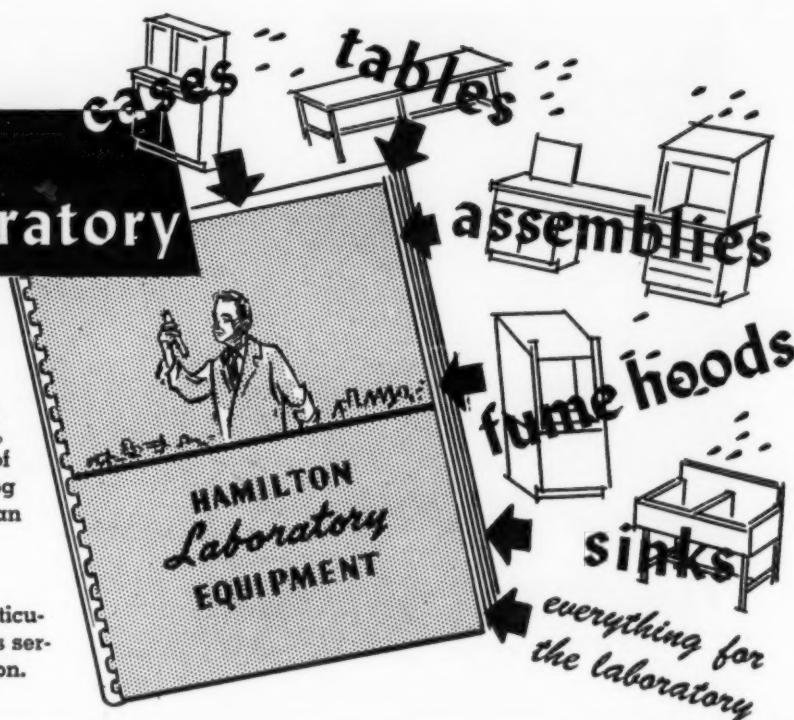
This revision of the 1938 Standards has been changed principally in these respects: (1) Considerable attention is given to the research which has found great value in improving the total reflection coefficients of all areas of the schoolroom, resulting in less brightness contrasts. (2) Lower brightness is recommended in the lighting units with consequent elimination of glare. (3) New methods of unilateral and bilateral forms of natural lighting, particularly by the use of clerestory windows, the use of outriggers, and the placing of diffusers and vertical metal louvers are recommended. (4) The lighting levels for artificial illumination are raised to 30 foot-candles in classrooms and other teaching areas requiring average seeing tasks; 50 foot-candles in drafting, typing, and sewing rooms, and rooms for partially seeing pupils; 20 foot-candles in gymnasiums and swimming pools; 10 foot-candles in auditoriums, cafeterias, locker rooms; 5 foot-candles in open corridors.

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SCHOOL ADMINISTRATION NEWS

COLORADO VOTES AMENDMENT No. 1

In a movement to raise the standards of education in the Colorado schools, the voters at the November election passed, by a vote of 2 to 1, Amendment No. 1, which calls for the reorganization of the state department of education and the appointment of a professional educator as its chief executive.

The Amendment creates a state board of education of five members, to be elected by the people, one from each of the four congressional districts, and one from the state at large. One of the duties of this board is to select a state commissioner of education who will be the chief school official of the state. The new title will become effective January 1, 1949. In 1950 the people of the state will elect the first state board of education as provided under the Amendment.

WORK EXPERIENCE PROGRAM AT MADISON, WIS.

Since 1946, the work-experience program in Madison, Wis., has been conducted under a new policy granting work-experience credits to senior high school students who have reached the age of 16 during the semester in which the credit is earned. Prior to the change, a student had to be 16 years of age before applying for work-experience credit. The board employs a co-ordinator whose duties are to assist the principals and their staffs in organizing, administering, and supervising the program; to act as liaison between the schools and the employers; and to co-operate with the principals, departmental supervisors, and guidance department in supervising the work experience of students.

NEW YORK STATE TO SURVEY SCHOOL DISTRICTS

Commissioner of Education Francis T. Spaulding of New York State has announced plans for a field study of city school district organization in the state in connection with the task of the committee of citizens appointed to review the constitutional tax and debt limits and city school fiscal relations.

The Spaulding study is in line with the current nationwide trend toward better district organization of education in urban areas. The first group of cities to be visited includes Albany, Corning, Hornell, Ithaca, Jamestown, Rome, Saratoga, and Schenectady.

The study will attempt to find for each urban area the social, economic, and geographic factors which constitute an effective school district organization, the ability of the school district to provide an adequate educational program for the youth of the area, and the changes necessary to bring about a better plan of organization.

AKRON REPORTS TO THE CITIZENS

One year ago the people of Akron, Ohio, approved a levy for additional funds for school purposes. At that time statements were made as to how the money would be used.

In November, 1948, a year later, a report to the people was prepared and issued by the board of education. The report which was signed by Supt. O. C. Hatton, recounts the progress of the schools to the citizens and tells about the accomplishments of the year. In November, 1947, three commitments were made (1) to provide increased salaries for school employees, (2) to expand and extend educational services for boys and girls, and (3) to improve the conditions of the school plants by obtaining the best sanitary, lighting, and playground facilities.

To date, salaries have been raised and a new single-salary schedule adopted. Educational serv-

ices have been expanded by a new program of special education, new reading materials, the introduction of three new courses, and the equipment of social-studies classrooms. School buildings and grounds have been improved by new additions, remodeling and changes to improve certain schools, installation of new sanitary systems, new lighting systems, providing stabilized playgrounds, new cafeterias, and industrial arts and domestic arts rooms. New fencing has been provided for 15 schoolgrounds. Improved services have been provided for physically handicapped children through special classes and home instruction for those unable to attend school. In the matter of local support per pupil the city has now moved up to fifth place among the eight large cities of the state.

DISTRIBUTIVE EDUCATION IN READING, PA.

The distributive education program in the Reading, Pa., high schools is based on the idea that purchasers or consumers desire two closely related satisfactions. "One of them is satisfaction with the goods; the other is satisfaction with the conduct of the salesperson. The salesperson must be able to advise a purchaser regarding the purchase of an article."

One of the important objectives of the courses is to help distributive workers give better service and thereby promote the general welfare of the producers and consumers. This objective provides much of the justification for public school instruction of workers in distributive occupations.

In Reading, 18 pupils spent a total of 20,273 hours in 1947-48 in store work, and earned \$10,278.93 while they were learning. The average time spent was 1126 hours per pupil, at an average hourly rate of \$0.507, with total earnings per pupil of \$571.05.

RULES GOVERNING NEWS RELEASES

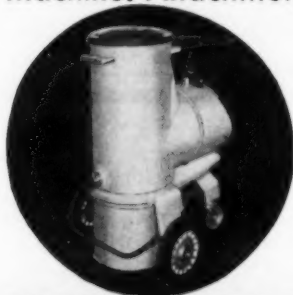
School-business executives, principals, and other school authorities who occasionally have news to



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release frequently fail to make use of opportunities because they fear to incur the displeasure of the superintendent of schools or the president of the board of education. In order to overcome this feeling and to provide a definite system of releasing news, Supt. Edwin C. Kratt, of Fresno, Calif., has requested all persons who may have material suitable for publicity releases to clear these through the executive offices of the board of education. A secondary purpose of the clearances is to provide unity and balance in the total publicity which the schools receive. The following directions have been given concerning the special types of releases:

1. All releases regarding elementary schools, child care centers, and special education are to be approved by the associate superintendent in charge of elementary education.

2. All releases regarding the secondary schools and junior colleges are to be approved by the

assistant superintendent in charge of secondary education.

3. All releases regarding school plants and equipment are to be approved by the associate superintendent in charge of office affairs.

4. Releases regarding health services and school news involving general policies are to be approved by the superintendent of schools.

PROPOSED IMPROVEMENTS IN SCHOOL TRANSPORTATION

Long-range plans for improving school transportation in the United States have been announced following a conference on school transportation at Weston, W. Va. New standard flashing lights are to become regular equipment on 90,000 school buses. The new standard provides for two red rear lights and two red or amber front lights. A uniform system of warning lamps, it was pointed out, will reduce confusion for

interstate motorists. The change will make it safer for loading and unloading school children who are being transported to school daily.

Also approved was a provision requiring all drivers of vehicles to stop when meeting or overtaking a school bus which has stopped on the highway. Construction standards for school buses were changed to permit the use of combustion-type gasoline heaters.

Standards for the employment of school bus drivers include a minimum age of 16 years and a physical examination at least once a year.

MINNEAPOLIS ADOPTS RULES FOR RADIO AND TELEVISION BROADCASTING

The board of education of Minneapolis, Minn., at the request of Superintendent H. B. Bruner, has adopted new policies and regulations pertaining to radio and television broadcasting. The rules are as follows:

1. Broadcasting rights will be sold as specified: (a) Restricted or partial broadcasting rights may be sold upon application at the office of the board of education. A certified check or cash covering the fee specified by the board must accompany the application. No broadcasts of games will be allowed without the required fee or fees being paid in advance. (b) Exclusive broadcasting rights will be sold only under competitive bids taken by the city purchasing agent upon specifications drawn by an agent of the board.

2. Upon acceptance of an application, a contract will be entered into between the board and the applicant containing the terms and conditions under which the broadcasting privileges will be granted. Failure to observe the contract terms and conditions will be cause for cancellation of the contract.

Any advertising scheme or plan contemplated must be approved by a properly authorized representative of the board, not later than 24 hours before the broadcast.

3. The board will not be liable for any expense in connection with the promotion, development, and giving of any broadcast sponsored by agencies not connected with the schools.

4. Commercial advertising must be announced in such a way as to be in good taste with the public, dignified, and given as designated: (a) One-minute "commercials" may be given before the game, at the end of each quarter, before the start of the second half, and a two-minute commercial after the end of the game. (b) At least four minutes' time must be devoted to matters pertaining to the schools, if requested by the superintendent, and may be presented in short spots. (c) The advertising "commercials" of the sponsor of any program may not be given audibly or visibly to the spectators or audience during the period of, immediately before, or immediately after the broadcast of athletic contests. (d) No prize contest may be conducted in connection with or on said broadcast without the approval of the board.

5. Not more than six admissions to each game may be provided for the personnel of the broadcasting studio and sponsors taken collectively.

SCHOOLS GET FUNDS FOR VISUAL STUDY

Grants totaling \$44,000 to 55 "pilot" schools in the United States and Alaska have been announced by the Department of Secondary Schools of the National Education Association. Dr. John E. Dugan, president of the department, said that each of the schools will receive \$800 worth of audio-visual teaching equipment. The awards include the newest types of motion picture projectors, opaque projectors, overhead slide projectors, film-strip projectors, tape and wire recorders, electronic record and transcription players, encyclopedia and other classroom accessories.

Grants to take part in the experiment have been awarded to Newark High School, Newark, Del.; Barringer High School, Newark, N. J.; Medina High School, Medina, N. Y.; Midwood High School, Brooklyn, N. Y.; Williamsport High School, Williamsport, Pa.; and Hickory Township School of Sharon, Pa.

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CLEVELAND SCHOOL NEWS

A proposal to unify administrative authority in the public schools of Cleveland, by abolishing the post of business manager and centering control of business affairs in the educational department, has been presented to the Cleveland board of education.

The recommendation which came from the Cleveland Teachers' Association was offered to the board of education for consideration at a November meeting. The members decided to defer discussion until a later date. Ira D. Lucal, executive secretary of the association, who submitted the proposal in a letter to the board, recalled that unification of school authority had been recommended on previous occasions, and asked members to consider it again.

"There are constantly recurring instances in

the operation of educational and custodial functions in school buildings," the C.T.A. said, "when the educational people have found that the present division of authority is inefficient and not in the interests of the children.

"The executive committee of the Cleveland Teachers' Association suggested that this is an appropriate time to consider bringing the school system in line with good usage in the matter of unified administration, and that such a reform has been long overdue."

Administration of the Cleveland schools is carried on by Supt. Mark C. Schinnerer, Acting Business Manager E. F. Smircina, who was named to that position after the death, in November, of James F. Brown, business manager, and Clerk-Treasurer Michael L. Wach. Each is responsible to the board only.

The three-headed system is made permissive by Ohio state law. A similar executive organization operates in Lakewood and East Cleveland, in the Greater Cleveland area, and many other Ohio communities, notably Cincinnati, Dayton, and Columbus. Other cities having the Cleveland system are Youngstown, Toledo, Warren, and Springfield.

The Ohio Association of Public School Employees immediately attacked the proposal and said such a decision should rest with the boards of education in communities involved.

Action to knock out high school fraternities and sororities in the Cleveland public schools, to comply with a long-standing state law, has been introduced to the board as Supt. Mark C. Schinnerer reported "evidence" that the illegal groups were growing. A resolution to ban the societies and terminate pupil membership in them, with penalty of suspension from school for failure to obey, was offered by Member Franklin A. Polk, and referred to the educational committee for study.

Ohio law reads: "Whoever being a pupil in the public schools, organizes, joins, or belongs to a fraternity, sorority, or other like society composed of or made up of pupils of the public schools, shall be fined not less than \$10 or more than \$25 for each offense."

The resolution called the organizations "contrary to law and prejudicial to the best interests of the schools"; would ask that they be prohibited and would call upon principals in the junior and senior high schools to inform pupils of the regulations. Pupils, under the proposal, would be given 30 days to end membership. After that, if they had not withdrawn they would face suspension. Supt. Schinnerer remarked to the board: "Evidence is that they are growing and we want to stop them."

PHILADELPHIA SCHOOL NEWS

There is a "new look" in schoolhouses and Philadelphia is accenting it all along the line. Things considered luxuries a few years ago are now deemed essential. These are the auditoriums, cafeterias, rooms for special services, and gymnasiums that are woven into all the plans for new elementary schools either under construction or still in the blueprint stage.

Inside a year, 10 of 15 proposed new schools should be completed. Today's score is one completed (the Solis-Cohen), five in process, and architectural plans finished for five more. The approximate cost is \$25,000,000.

These schools all mark a drastic change in Philadelphia school architecture. In addition to serving as classroom centers they will also provide facilities for adult meeting and community recreational centers.

Here is how these buildings differ from the city's present 222 buildings. Each features a two-story limit, more windows than walls, graceful lines, and classrooms stretched out in long wings, on spacious grounds attractively landscaped.

Despite the tremendous cost of the over-all project, the architects prepared their plans with both eyes on economy. The schools are to be practical, functional, and built to the theme of "community use." Construction of two of the five schools for which plans are complete was authorized by committees of the board of education early in November. These two are the Mayfair Elementary School on a 12-acre site, and West Oak Lane Elementary School on a six-acre site, costing about \$1,260,000 each. Although each will serve 1000 pupils—more than the capacity of most Philadelphia elementary schools—they will be only two stories high. Classes will be housed in the long wings in "T" or "L" patterns.

To save the cost of plastering, interior partitions and most of the ceilings are of exposed painted concrete block. This experiment was tried in an East Lansdowne school and no repainting was needed for six years. Although the solid expanse of windows along the classroom wings affords a maximum of natural light it costs no more than brick walls.

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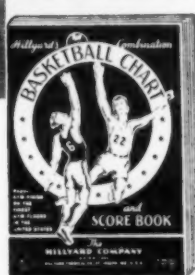


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SCHOOL FINANCE AND TAXATION

TAX COLLECTIONS IN 1947

According to the Tax Institute, New York, N. Y., the total tax collections in the United States during 1947 were \$49,419,000,000. Including pay-roll taxes, the total was \$52,429,000,000. Of this total amount, the Federal Government collected \$37,848,000,000, exclusive of pay-roll taxes. The independent school districts of the United States collected \$1,415,000,000.

The largest income was from income taxes, amounting to 60.57 per cent of the total. Property

taxes amounted to 11.15 per cent, and alcoholic beverages, 5.98 per cent.

PASADENA SCHOOL BONDS CARRIED

The voters of the elementary school district of Pasadena, Calif., have approved a \$5,150,000 school-bond issue following the election held on October 6. The election attracted the largest turnout in the history of the schools and the number of votes were the largest ever cast in a school-bond election. The proceeds of the bonds will be used in financing a school building program.

NEW YORK SCHOOL BOARDS REJECT FEDERAL AID

The New York State School Boards Association, at its annual meeting on October 26, rejected federal aid to education but indicated that they favored increased state aid. The Association

adopted a resolution endorsing the Young-Milmoe bill to provide an increase of \$103,000,000 in state aid for education. Another resolution called for a united effort to seek state aid for the building of new schools.

Charles Rittenhouse, of Brighton, led the attack on a proposal to urge the Federal Government to pass legislation to provide aid to all states in the financial support of the adequate minimum standard of education. He maintained that education is, and should remain, a state and local governmental function.

FORT MADISON VOTERS APPROVE BONDS

At a general election held on November 2, the voters of Fort Madison, Iowa, approved a school-bond issue of \$400,000. A total of 3392 voters were in favor of the proposal, while 1356 were against it. The proceeds of the bonds will be used to build additions to two existing school buildings.

A FEDERAL AID PROPOSAL

Federal aid to school building construction on the elementary and secondary school levels is recommended in a Bill proposed by the American Parents' Committee, Washington 3, D. C., for introduction in the next session of Congress. The Bill would require the appropriation of 5 million dollars for school building surveys and 500 million dollars for construction purposes. The payments would be made on the basis of school enrollments through the state education departments, after approval of the state plan. Loans totaling 40 million dollars could be made for advance planning.

EUGENE APPROVES \$2,500,000 BOND ISSUE

The voters of School Dist. No. 4, Eugene, Ore., have approved a \$2,500,000, 20-year serial bond issue and a 5-year serial tax levy. The proceeds of the bond issue and levy will be used to finance the construction and equipment of a senior high school, a new junior high school, and five primary schools, to be erected during the next three years. A high school building fund in excess of \$500,000 has been accumulated by a serial levy during the past five years and will be used to start the high school, estimated to cost \$1,500,000.

FINANCE AND TAXATION

► Improved financing for Kansas public schools, through a single law, was proposed by the Kansas Association of School Boards at its annual meeting, held in Topeka on October 22. The plan was approved by the association for recommendation to the state legislature in view of the expiration in June, 1949, of three financing laws. The association listened to arguments of the proponents that the new law would result in higher efficiency because it would provide more competent instructors and increased monetary benefits for the schools.

► Denver, Colo. The board of education has adopted a budget of \$15,481,251 for the school year 1948-49, which is an increase of \$2,224,366 over 1947. Almost one million dollars has been set aside for debt service, as a result of the approval of a 21 million dollar bond issue. School plant operation calls for \$869,555, an increase of \$146,920 over a year ago. School plant maintenance provides \$770,500, or an increase of \$118,134, and capital outlay of \$734,900.

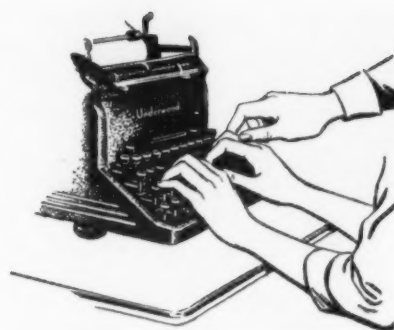
► Lafayette, La. The 1949 budget of the school board calls for \$1,181,480, which is the largest budget in the history of the schools.

► Madison, Wis. The board of education has adopted a budget of \$2,805,852 for 1948-49, which is an increase of \$385,124 over 1947. The main items of increase are \$289,070 in operation costs, \$191,516 for salaries of the school staffs, \$53,666 for maintenance, and \$31,314 for capital cost.

► La Crosse, Wis. The board of education has approved a budget of \$1,253,148 for the school year 1948-49, which is an increase of \$113,182 over 1947.

► Lincoln, Neb. The 1949 budget of the school board calls for \$2,346,503. The budget calls for salary adjustments for teachers and maintenance staff approximating \$61,000.

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► The school board at Madison, Wis., has adopted a policy directed against the use of competition among children, teams, rooms, or grades, in any sort of collection in the schools. The amount of any collection must be announced publicly only by grades, for the whole city or by schools. No button or designation for display will be permitted in acknowledgment of any contribution by an individual or group. All money collections from children are disapproved with the exception of sale of supplies and materials, fees, WIAA insurance costs, and field-trip charges;

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collections for administration of immunization work; sale of tickets for entertainments with special permission of the board, and student-activity events or high school activities; the sale of U. S. savings stamps and bonds; and parents' dues or contributions to parent-teacher associations where competition is avoided.

► Waterbury, Conn. The school board has approved a school patrol system of protection for school children at the Kingsbury School.

► West Bridgewater, Mass. The school board has discontinued formal graduations for grade eight in the Howard High School. The change was made in an effort to keep children in school longer. The former practice had a tendency to encourage pupils to drop out at the eighth grade.

► Quincy, Mass. The school board has endorsed the local newspaper's campaign against "crime comics." The board has sent letters to parents asking them to co-operate with the campaign

by looking into the reading habits of children.

► South Milwaukee, Wis. The school board has approved a proposal to give seven janitors under the age of 65 raises of \$10 per month in salary.

► Fort Madison, Iowa. The school board has adopted a new policy governing the use of the high school gymnasium. It will not rent the gymnasium to private persons for athletic contests. Civic organizations will still be eligible to rent the room.

► Davenport, Iowa. The school board has purchased additional bleacher seats for the Marshall gymnasium, in order to increase the capacity to 2800 persons. The bleachers are of the folding type and seat about 300 persons.

► St. Charles, Mo. The school board has ruled that the high school gymnasium may be used by properly sponsored groups for a fee to be determined when no admission fee is charged. A fee of \$50 will be charged when an admission is charged.

► Pittsburg, Kans. The school board has employed a city patrolman to work full time with the school safety patrols. He will go from school to school during the day training members of the safety patrols and assisting in directing traffic at dangerous crossings.

► Lake Forest, Ill. The city council has deferred plans for a five-man recreation board and has suggested that the school board be delegated to supervise the recreational system of the city. It was the opinion of the council that the board is adequately qualified to conduct a recreation program for the benefit of children of school age and for those of high school age.

► Muncie, Ind. The school board has employed Dr. T. C. Holy, of Columbus, Ohio, to undertake a survey of the school building program.

► Shreveport, La. The Caddo parish school board has adopted a five-point policy on drives and programs to be carried on in the schools. Dr. W. B. Worley, chairman of the administrative committee of the board, said that no drives for money, clothing, or food should be conducted in the classrooms of the schools.

► Alva, Okla. The school board has purchased two slide-film projectors for visual-education use this year. A new opaque machine is planned.

► Rhinelander, Wis. The school board has voted to purchase an address system for the high school. The board has set aside \$2,000 in the budget for this purpose.

► Cedar Falls, Iowa. The school board has purchased a tape recorder for radio work. The recorder will be used to make program transcriptions in connection with broadcasts.

► Fairfield, Iowa. The school board has voted to purchase additional motion picture projectors to enlarge its visual-education program. The equipment includes three 16mm. motion picture projectors and two 35mm. strip-film projectors.

► Houston, Tex. The school board is forfeiting \$1,000,000 a year by passing up federal lunch aid, according to the local Tax Research Association. The board is proceeding with plans for a \$20,000 fund-raising drive to finance the feeding of indigent children. The drive was begun by the board after the Community Chest refused to put up the money for indigent children's lunches.

► St. Louis, Mo. The school board has revised its rule limiting expense accounts for trips taken by board members and officers. The board has voted to allow \$20 per day, plus transportation costs.

► Cape Girardeau, Mo. The school board has purchased five 16mm. sound projectors and equipment, at a cost of \$1,855.

► Springfield, Ill. School board members of the city and surrounding area who desire to learn about their duties and responsibilities, have gone back to school for a special course offered for the first time this fall by the University Extension Division of the State University. The course which is being conducted by the College of Education and the Illinois School Board Association, consists of six weekly meetings, beginning November 4 and continuing through December 16. All sessions are being held in the Springfield high school.



SCHOOL BUILDING CONSTRUCTION

During the month of October, Dodge reported that contracts were let in 37 states east of the Rocky Mountains, for the erection of 394 educational buildings, at an evaluation of \$54,297,000.

During the month of October, 1948, in 11 states west of the Rocky Mountains, contracts were let for 22 school buildings, to cost \$5,984,311. Additional projects in the number of 28 buildings were reported in preliminary stages, to cost an estimated \$10,794,794.

SCHOOL BOND SALES

During the month of September, 1948, permanent bonds for school construction were sold in the amount of \$35,432,068. The average bond yield as of October 1, in large cities, was 2.39 per cent. The largest sales of bonds were made in California, \$9,949,250; in Texas, \$4,125,000; in New York, \$3,887,500; in North Dakota, \$2,035,000; and in Washington, \$2,245,000.

SCHOOL BUILDING COSTS

The monthly cost index of the American Appraisal Company, as of November 1, for the construction of buildings in 22 typical cities, was 502.

SCHOOL BUILDING IN GREAT BRITAIN

Since January, 1946, £42,000,000 (168 million dollars) worth of new school buildings have been approved in Great Britain, of which £16½ million (66 million dollars) have been completed, or are under construction. Efforts are being made to keep down building delays which have been due in the main to scarcity of materials. Local Education Authorities have been asked to use standardization, prefabrication, and bulk ordering of component parts as much as possible, and the smaller authorities have been encouraged to use the Ministry's architects as advisers and consultants. The Horse hut scheme, by which authorities have been provided with temporary prefabricated huts to help them over the worst of their accommodation problems, was more than 54 per cent complete. The authorities have been expected to do everything possible in the way of improvisation, the use of all available premises, and bright new paint until their buildings are ready for use.

SCHOOL BUILDING NEWS

► The Harding Township, N. J., school district has sold \$255,000 in school bonds, at 100.42 for 2.10s. The bonds will become due November 1, 1949-69.

► Brighton, N. Y. Community School Dist. No. 6 has sold \$175,000 in school bonds, at 100.38 for 2.20s. The bonds become due November 1, 1949-66.

► Sodus, Lyons, and Arcadia, N. Y., Central School Dist. No. 1 has sold \$1,450,000 in school bonds, due November 1, 1949-78.

► Emporia, N. Y. The school district has sold \$500,000 worth of 1½ per cent bonds, due 1949-58.

► School Dist. No. 102, of Cook County, Ill., has sold \$895,000 worth of school bonds, due December 1, 1951-67.

► Chandler, Ariz. The board of education has begun the construction of a new elementary school, to contain 10 classrooms, a library, an auditorium, and offices. The cost will be \$232,187.

► Topeka, Kans. The voters of Highland Park District have approved a school-bond issue of \$885,000 for a new high school. The building will contain 20 classrooms, an auditorium, a lunchroom, a library-study room, a music room, shops, and offices.

► Escanaba, Mich. The school board has received the preliminary plans for the new high

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school building, to cost about \$500,000. Warren S. Holmes, Lansing, is the architect.

► A school building survey, covering the entire state of Washington, has been completed by members of a state survey staff, comprising Dr. Cleve O. Westby, director of school building facilities, Frank L. Sincok and Harold Silverthorn, supervisors of building facilities. The survey was begun to learn the number of school systems planning new buildings or additional construction during the year 1949.

► Fairfield, Ill. The school board of Dist. No. 112 has called for bids for the construction of a new grade school, to cost \$398,000. Lester W. Routt, Vincennes, is the architect.

► New York, N. Y. Harold D. Hynds, superintendent of plant operation and maintenance of the board of education, has announced that color schemes similar to those used in classroom decoration will be used when shops are repainted.

Special color effects for school shops were first used in the Brooklyn Technical High School, one of the largest of the city's buildings. All machines are painted gray, with working parts

colored buff. Switch boxes are painted blue to warn against careless operation. Brilliant orange is used for acute hazards likely to cut, crush, or burn, while yellow and black are used to call attention to stumbling or falling hazards. Mr. Hynds points out that experiments indicate that color is a factor in molding attitudes and viewpoints of children. Eyestrain may be lessened through proper control of brightness contrasts. Child posture and health can be improved through the right use of color. Yellow is good for visibility, red is invigorating, and green is restful for classroom use.

► Seattle, Wash. The voters have approved a school-bond issue of \$7,000,000 for new school building projects. The proceeds of the bonds will be used to finance a long-range building program to meet the needs of the schools due to increasing enrollments and rapid expansion of the city.

► Joplin, Mo. The school board has proposed a complete overhauling of the school lighting facilities. John F. Wilson, a member, has estimated that the work would involve a cost of \$180,000 for 250 rooms and auditoriums.

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THE WEST BRANCH FARM SHOP

(Concluded from page 42)

classroom laboratory has fluorescent fixtures. All the machinery is electrically operated and power outlets are provided so that the small machinery and tools may be moved about according to needs. Convenient floor drains are available.

The classroom has a furnace fitted with a blower, and the shop has an exhaust fan to remove smoke and gas from the welding and forging areas.

An overhead door, 10 by 10 feet, permits the construction of large projects within the building and admits tractors and automobiles for study and repair.

PUPIL TRANSPORTATION COSTS

(Concluded from page 45)

have full-time transportation supervisors. However, someone must give some of his time to the supervision of pupil transportation services. In addition to this, quite often there is clerical work in connection with transportation.

Therefore, if the superintendent, business manager, principal, or clerk devotes any of his time to this supervision, the proportion of the time so used should be determined and charged to the administration of the service. For instance, if the business manager gives one hour a day to pupil transportation, one

eighth of his yearly salary should be charged to its administration.

Administrative costs are normally about 3 per cent of the total costs of the entire service.

It should be remembered that in districts using contract service, either partially or exclusively, administrative costs should be added to the cost of providing the contract service.

Once the total cost of providing transportation service is obtained it may then be indicated in several ways. Some of the units that may be used are as follows:

1. Cost per mile
2. Cost per pupil trip
3. Cost per pupil per day, month, or year
4. Cost per bus per day (according to capacity)
5. Cost per available seat mile

These unit figures may be used singly or in conjunction in order to arrive at the desired information. At least two of the units, however, must be used and compared in most cases.



PERSONAL NEWS

JAMES BROWN PASSES

James Brown, business manager of the public schools of Cleveland, Ohio, died in a hospital on November 1, after a six weeks' illness.

Mr. Brown, who was born in Washington, D. C., went to Cleveland in 1913. He was engaged in private business until 1920, when he joined the city school system as assistant purchasing agent. Later he was made superintendent of stores and commissioner of housing for the school board. In 1932 he resigned and went to Elyria as business manager of the schools. He returned to Cleveland in 1937 to assume the office of director of schools, a title which was changed to business manager.

Mr. Brown was a graduate of Georgetown University Law School, and held the degree of doctor of law from the Lake Erie School of Law. He is survived by his wife, two sons, and a grandson.

HANCOCK SCHOOLS HONOR MR. PERCY J. WHEELER

The school board, the members of the school faculty, and school employees of the Hancock Central School District, Hancock, N. Y., held a dinner meeting on October 28, to honor Percy J. Wheeler, a member of the board since 1930. Mr. Wheeler is retiring from the board this year after the completion of more than 25 years of service. About 70 of Mr. Wheeler's friends were present on that occasion to see him receive a pocket watch bearing the inscription, "In recognition of 18 years' faithful service to the youth of the Hancock Central School."

Mr. Wheeler who was clerk of the school board for several years, was also helpful in the centralization and construction of the present modern central school building. His interest was in boys and girls and his sound business judgment will be greatly missed by his co-workers.

William F. Wright, of Cadonia, has succeeded Mr. Wheeler on the board.

NEWS OF SCHOOL OFFICIALS

► FRANK RUSHTON has been re-elected to his nineteenth consecutive year as president of the board at Kansas City, Kans. Dr. K. C. HAAS was re-elected as vice-president.

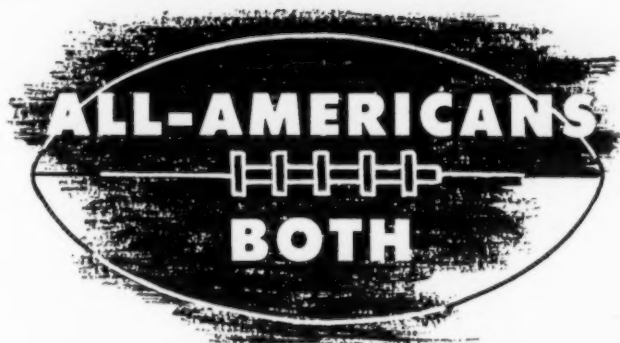
► WALTER DIX has been elected president of the board at Caldwell, Idaho.

► F. RAY LEIMKUEHLER has been appointed superintendent of building construction for the board of education at St. Louis, Mo.

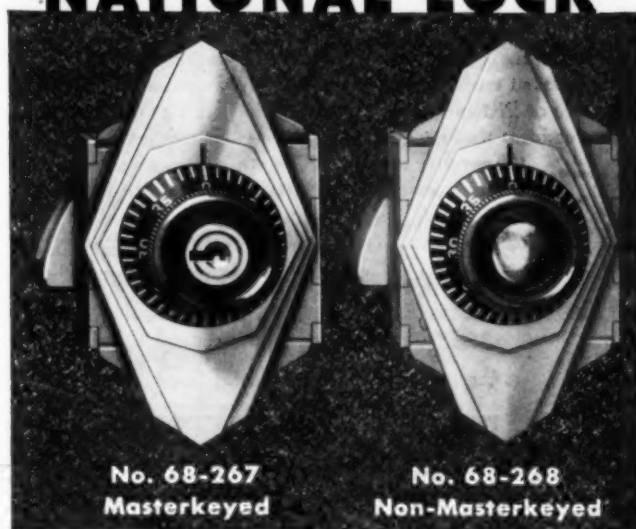
► THOMAS TAYLOR has been elected president of the board at Terryville, Conn.

► FLOYD M. NICOLLS has been elected president of the school board at Beloit, Wis., to succeed the late Arthur A. Schroeder. OWEN J. TAYLOR was elected to fill the unexpired term of Mr. Schroeder.

► LELAND ARMSTRONG, of Wichita, Kans., has been appointed business manager for the school district of Oak Park, Ill.



these Durable, Self-Locking
COMBINATION BUILT-IN
LOCKS BY
NATIONAL LOCK



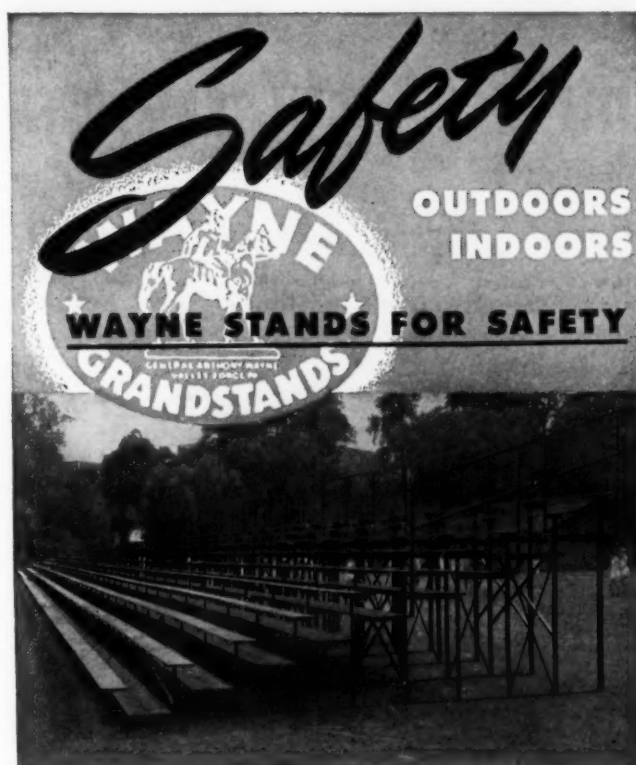
When selecting your own "All-American" team, be sure to include this stalwart pair that's widely acclaimed from coast to coast. They're "star performers" in every respect.

You'll find them durably constructed... adaptable to right or left hand doors... with black enamel dials having numerals and gradations in white for seeing ease. They dial to three numbers. They're constructed so that combination can not be disturbed while locker is open.

Appearing as built-in features of many new lockers, they may be applied to your present lockers with spring latch bar which is held in open (raised) position when locker door is open.

Write us for complete information. Then ask for these NATIONAL LOCKS on the new lockers you purchase. In laboratory and vocational equipment locks and shackle locks, too, NATIONAL LOCK offers a superior product.

SELECTED BY LEADING LOCKER MANUFACTURERS AS
THE HEART OF AMERICA'S FINEST SCHOOL LOCKERS



TYPE "H"—Made, at present time, in 15 ft. units, up to 15 rows high. Units up to 6 rows can be moved bodily without dismantling.

FOR assurance of absolute safety, your best bet is a Wayne Grandstand. And, in addition to safety, it offers economy and comfort as well. Representative of the wide line of Wayne stands are the Type "H" Portable Steel Grandstand for outdoors and the Rolling Gymstand for gymnasium use—either offers the *safest* seating you can buy.

The Type "H" is furnished in 15 foot units containing up to 15 rows. Units up to 6 rows can be moved bodily without dismantling. Where stand is not frequently moved, a continuous Type "H" stand offers greater economy.

For indoor seating, the Wayne Rolling Gymstand recommends itself by the space it saves when in use. Closed, it folds against the wall to present a flat vertical surface, or the movable type may be rolled to other locations. Opened, the stand is sturdy with maximum visibility—plus absolute safety.

Send us the measurements of your present or proposed gymnasium for our engineer's recommendation and estimate. Catalogs furnished on request.

ROLLING GYMSTAND—One continuous operation by one person opens or closes the Rolling Gymstand.



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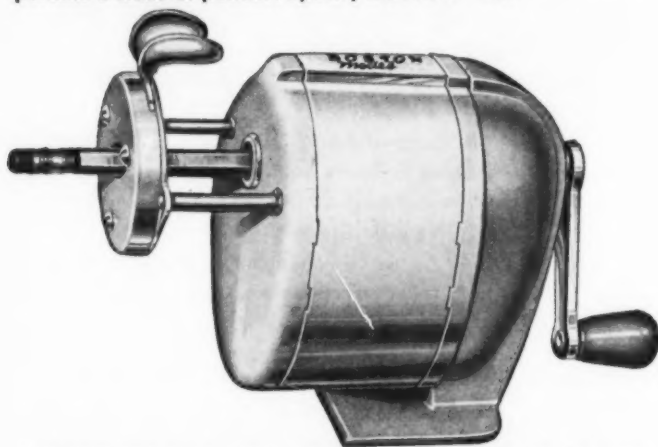
THEY'RE STREAMLINED IN ALL METAL

The new Bostons are handsomer—and more rugged with all-metal construction for longer life. Let Bostons keep the office "sharp" and modern.



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... gives you more of everything desirable in a pencil sharpener, plus new flowing graceful lines and added strength of all-metal. BOSTON Speed Cutters (15 cutting edges). Guide permits 8 sizes of pencils. Specify BOSTON KS.



BOSTON Self-feeder No. 4 looks mighty smart in this new exterior. This model will save pencil bills by centering pencils accurately, thus preventing waste. Feeds automatically—contains famous BOSTON Speed Cutters—giving 25% more cutting edges. Specify BOSTON Self Feeder No. 4.

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Spectator Control!

With Pittsburgh, Chain Link Fence

Protect your school athletic grounds from vandalism—and insure a regulated crowd at your athletic meets with a steel wire enclosure of Pittsburgh Chain Link Fence. It is a rugged fencing that endures the brunt of the weather—the harshness of time—the severity of athletic field wear. For complete service through planning and installation, specify Pittsburgh Chain Link Fence. Write today for full information on how you may have Protection by Pittsburgh.



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Fully approved by Underwriters' Laboratories, Inc., Aladdin self-polishing, anti-slip, non-inflammable Liquid Floor Wax challenges any other on the market! It provides a hard, protective coating for floor coverings such as rubber tile, asphalt tile, linoleum, varnished wood and other materials commonly used . . . holds dirt on the surface, prevents wearing underneath, makes sweeping-cleaning much easier. Its transparency and high lustre assure exceptional floor beauty. Aladdin is most economical, too . . . spreads farther, lasts longer, prevents wear of sealers, and less is removed by mopping. Call your Churchill distributor or representative, or write . . .

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- LETTERS
- HONOR ROLLS

FREE Write today for copy of Tablet Catalog. State, too, if you are interested in doors, gates, railing, etc.

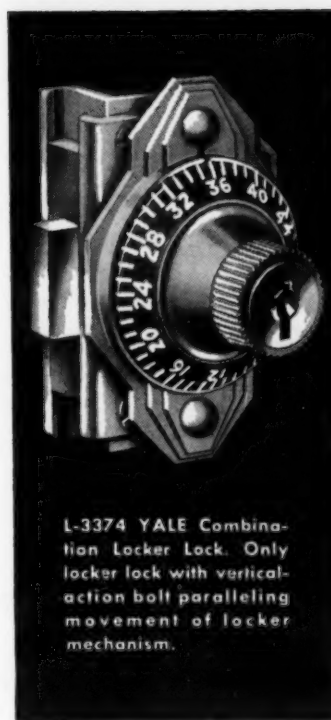
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Dept. A-J

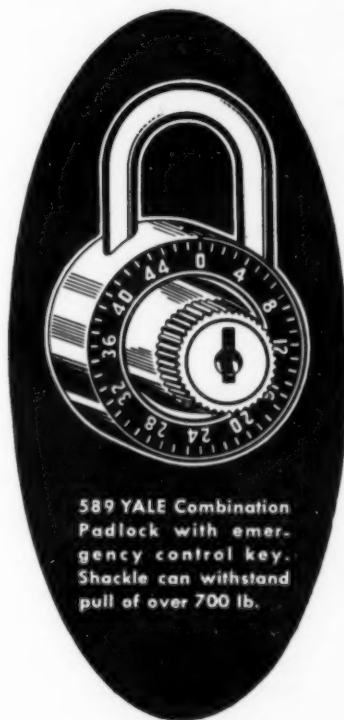
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L-3374 YALE Combination Locker Lock. Only locker lock with vertical-action bolt paralleling movement of locker mechanism.



589 YALE Combination Padlock with emergency control key. Shackle can withstand pull of over 700 lb.

With YALE Combination Locks on your lockers, you run no risk of either unlocked lockers or tampering.

They lock *automatically*. Closing the door with built-in type—or pushing in the shackle of the padlock—automatically deadlocks the bolt and disperses the combination.

They open *automatically*—but only when the *right* three positive numbers are dialed and the knob is turned.

Both types can be supplied with emergency control key to operate all locks in a set.

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R for your locker headaches ...DUDLEY controlled protection



Get rid of time-wasting delays when lockers won't open, stop costly "cut-offs." Standardize on Master-Charter, dependable Dudley Locks. Guaranteed for two years.

RD-2

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BUSES FOR SALE

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48 Passenger, all aluminum body completely equipped. Will take used bus in trade — immediate delivery. Retail price \$4550.00 — 10% discount for cash.

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INDUSTRIAL ARTS and VOCATIONAL EDUCATION

An authoritative source of information and guidance in organizing, planning, equipping and operating school shops for administrators, supervisors, directors and shop instructors.

PROFESSIONAL EDITORIAL MATERIAL covering every phase of industrial education . . . PROBLEMS AND PROJECTS offer practical aids for carrying on the daily shop instruction program.

TEN ISSUES — including 4 feature issues (1) March — School Shop Annual, (2) May — Requisition Number (3) October — Problems and Projects, (4) December — A.V.A. Convention Number. . . **FOR \$3.00**

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PUBLISHERS

1248 Montgomery Bldg. Milwaukee 1, Wisconsin

TENNESSEE'S PROGRAM OF HEALTH EDUCATION

(Concluded from page 23)

on the Mississippi River. It seems that when navigating rivers in the old days, a pilot often rowed ahead of the steamer to sound or measure the river's depth. Guided by these soundings, treacherous shallows were avoided and the vessel passed safely through the shallowest channel to its destination. If the new elementary health and physical education program in Montgomery County is called the state's pilot program, then that which is being accomplished in this county might appropriately be called Tennessee's soundings. What is learned here is her practical guide up and down a progressive land from the Mississippi into the Appalachians.

PUBLIC PURCHASING AGENTS

(Concluded from page 38)

took part in the study is that the salaries paid by private industry have an influence toward increasing the salaries of public officials. "We lose our best personnel to industry," is a characteristic comment.

The Public Purchasing Agent

The survey indicated that the job of the public purchasing agent has more responsibility than that of the private purchasing man because (1) of the laws which must be observed, (2) the constant pressure from within and without the organization, and (3) the diversity of the goods purchased.

Public purchasing agents are obliged to do considerable outside work due to the fact that they are obliged to serve on various public commissions and boards, and to take part in public activities as a form of public relations. In concluding his study, Mr. Joseph suggests that the facts obtained warrant a thorough-going appraisal of public purchasing in this country. He asks: "Is enough being done to maintain the high quality of professional service that this responsibility demands? Are these men being adequately compensated for the heavy responsibility placed upon them? Are they equipped with an adequate number of persons to assist them in their stupendous job?"

CO-OPERATION BETWEEN ART AND SCHOOL

(Concluded from page 30)

has supplied most of the impetus. With never flagging enthusiasm, she has planned and carried out the yearly programs and inspired hundreds of young art students.

Richmond's cultural experience has its roots in the best art of the ages. In order to be equal to the directorship, Mrs. Johnston visited virtually all of the great art galleries in Europe, and has seen most of the important galleries and private collections in the United States. The association also has benefited much by Mrs. Johnston's acquaintance with many outstanding American artists.

Yearly programs, planned months in advance by Mrs. Johnston, make possible the



Gordon Kelley, Richmond painter, shown beside one of his paintings at his recent one-man exhibit. Kelley painted murals in camp buildings during the war.

effective work through the schools and public. For a typical year's activity, let us take the 1947-48 season. The 12 exhibits which were sponsored included four traveling shows by well-known artists, the 49th annual exhibition of oils and water colors by Richmond painters, two photography shows, a Richmond arts and crafts exhibit, an exhibit of the work of Richmond school pupils, a two-man Richmond painters' show, a one-man Richmond show, and an exhibit of the permanent collection. Almost 12,000 persons saw the exhibits.

Funds for the art promotion work are provided almost entirely through donations and memberships, although the Richmond School City does provide \$200 annually. The director serves without pay, as do all of the other officers.

"The art gallery," says Mrs. Johnston, "cannot be omitted from the future high school if we would develop a nation of completely educated people, people who have a desire for beauty in life."

Yes, there's no doubt about it. Richmond has done and is doing much about art, and it is able to do so because it has a plan and enthusiasm.

CENTRALIZED SCHOOLS

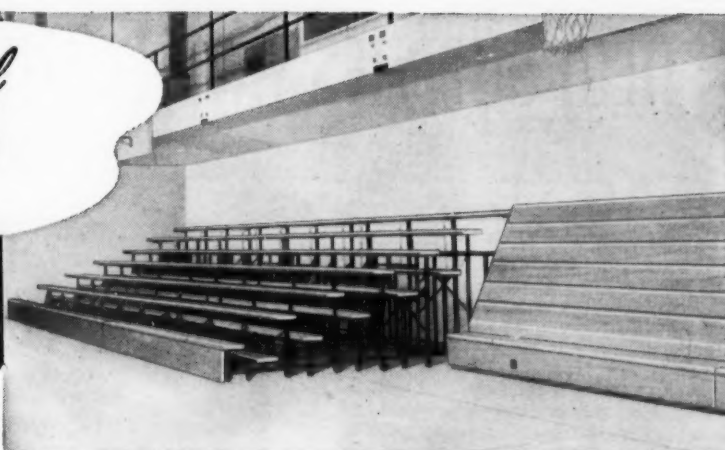
(Concluded from page 41)

centralized schools surveyed had not satisfactorily and completely solved the problems is indicated.

It was observed that the centralized schools were in part, utilizing their additional grants of state aid to reduce local real estate taxes, rather than to expand the educational facilities and programs.



Every element of safety, compactness, ease of operation and comfort is combined — built-in — to make Universal ROLL-A-WAY the one superior Gymnasium Stand unit.



PLAN NOW FOR '49 INDOOR SCHEDULE

Universal Type B Roll-A-Way Stands represent the ultimate in value, on every count, in seating requirements. Greater seating capacity in any given space. Safety factor of four times their capacity load. Utmost seating ease — chair height seat comfort. Roomy when open — compact when closed. Afford greater saving of floor space. Labor and time saving — one man operation. Utmost in utility — and beauty.

Write for our national survey of gymnasium seating needs for future Capacity Crowds. It's Free. Our Engineers will help you with your planning.

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4 teeth engaged in film at all times, giving maximum film life.

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NEW SUPPLIES AND EQUIPMENT

FOOTBALL MOTION PICTURES

A new informational booklet on the production and use of football motion pictures has been announced by the Eastman Kodak Company. The booklet which is useful for high school and college coaches and athletic directors, calls attention to the value of motion pictures in discovering and correcting errors in fast football plays. It reviews the technique for filming night games, as well as offering helpful hints for daytime picture making. Projection procedures for study purposes aid the coach or director in utilizing these films to the greatest extent.

The pamphlet may be obtained free of charge by writing to the Sales Service Division of the Eastman Kodak Company, Rochester 4, N. Y.
For brief reference use ASBJ-1201.

NEW WEBER-COSTELLO WALL MAPS

The Weber Costello Company, publishers of maps and globes, have announced two completely new wall maps: the Magna-Graphic political map of the United States; and the Magna-Graphic political-physical map of the United States.

These fresh, new maps are designed for classroom use. The maps, 66 by 45 inches in size, printed without borders, are drawn to a scale of 45 miles to the inch, and are much larger than the ordinary United States map. They come in beautiful, clear colors, with modern, legible type faces, so that the information stands out clearly from a distance.

Write to Weber Costello Co., Chicago Heights, Ill.

For brief reference use ASBJ-1202.

NEW ALCOHOL-RESISTANT WAX

The Huntington Laboratories, Inc., Huntington, Ind., have announced a new alcohol-resistant floor wax, which is impervious to alcohol under all conditions. A research test was made with a waxed panel in 50 per cent grain alcohol for an hour. It was found that while the alcohol would dissolve most waxes, this new floor wax remained unharmed and regained its original glossy appearance.

The new floor wax may be safely used on any type of flooring material since it is a water-dispersed, carnauba wax containing no harmful solvents. It is concentrated permitting more coverage; it is self-leveling and one application gives an excellent gloss; and it is nonslippery when used on floors.

Huntington Laboratories, Inc., Huntington, Ind.
For brief reference use ASBJ-1203.

NEW ALUMINUM SAFETY AID

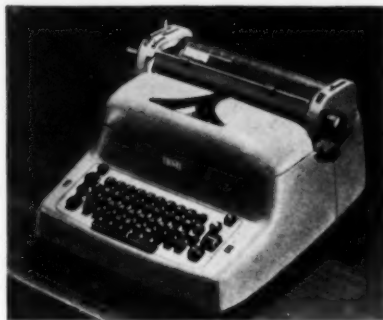
Graubard's, Inc., has announced a new arm brassard for school safety patrol identification purposes. This brassard is made of durable aluminum, finished in a colorful combination of lustrous silver, red, and white. It is precision curved to fit the arm and is complete with a genuine leather strap, which is securely riveted for rough wear. It can be inscribed with an individual school name, city name, or other designation.

Graubard's, Inc., 266 Mulberry St., Newark 5, N. J.

For brief reference use ASBJ-1204.

NEW IBM ELECTRIC TYPEWRITER

A new IBM electric typewriter, featuring a number of engineering changes for improved performance, has just been announced by the International Business Machines Corporation. This electric typewriter, available in standard and executive models, retains the IBM all-electric keyboard, and introduces numerous engineering changes. Among the new features are multiple



The IBM Electric Typewriter is entirely enclosed.

copy control, four-position ribbon control, key-beard margin set, electric ribbon rewind, and line-position reset. The machine is compact, fully streamlined, and finished in a soft tone of gray. The mechanism is covered by a key plate which prevents the accumulation of dust.

The executive model is the same size as the standard, is available with secretarial or bold face type, and is made for use with a fabric or a paper carbon ribbon. The material looks like fine printing and both margins are entirely straight.

Information may be obtained from International Business Machines Corp., 590 Madison Ave., New York 22, N. Y.

For brief reference use ASBJ-1205.

ANNOUNCE LECTRO TUNER FOR MUSIC CLASSES

The C. G. Conn Company has announced its new Lektro Tuner, an electronic device for tuning musical instruments. With this new, convenient tuner, an entire band or orchestra can tune at once; tuning time is minimized; accuracy is insured; and volume control can be decreased or



The Lektro Tuner for tuning band instruments.

increased as demanded. Two tone qualities are produced by vacuum tubes within the lightweight gray finished metal case. The tuner operates on 110-120 volt, 60 cycles, a.c. or d.c. current.

C. G. Conn, Ltd., Elkhart, Ind.

For brief reference use ASBJ-1206.

DeVRY PROMOTES C. R. CRAKES

The DeVry Corporation, Chicago, Ill., has announced the appointment of Charles R. Crakes as educational director. Mr. Crakes, who will work under Bob Engel, general sales manager, will continue his editorial activities for publications and

will edit the useful series of audio-visual service bulletins for his sponsor. He will provide professional service as leader in audio-visual workshop activities, group discussions, and forum work.

During his five-year tenure as audio-visual consultant for DeVry, Mr. Crakes traveled in 46 states and in 9 provinces in Canada, directing the programs of over 600 educational and religious conferences. In addition, he held conferences with officials in over 300 educational institutions.

ANNOUNCE TEACHING AIDS CATALOG

The School Service Department of the Westinghouse Electric Corporation has announced an 18-page teaching aids catalog, describing numerous charts, posters, and booklets available for distribution to high school teachers.

These teaching aids will be helpful to teachers in bridging the gap between the textbook and the student's keen interest in current developments. Covering a wide range of subjects, including physics, science, homemaking, agriculture, industrial arts, radio, and education, each catalog contains order blanks for use in obtaining these materials.

Westinghouse Electric Corp., 306 Fourth Ave., Box 1017, Pittsburgh 30, Pa.

For brief reference use ASBJ-1207.

NEW GE 10 WATT BROADCAST TRANSMITTER

A new FM 10 Watt broadcast transmitter, type BT-11-B, for schools and educational institutions, has been announced by the Transmitter Division of the General Electric Company.

This unit furnishes ten watts of power output and operates in the 88-108 megacycle frequency range. Its coverage is from 5 to 10 miles.



The New GE Broadcast Transmitter.

The transmitter consists of a basic Phasitron Modulator unit, a separate power supply, plus an amplifier, and employs 21 electronic tubes. It is provided with a carrier frequency stability within plus or minus 1000 cycles over normal room temperature range and harmonic distortion less than 1.5 per cent r.m.s. for single modulating frequency from 50 to 15,000 cycles and less than 1 per cent from 100 to 7500 cycles at a carrier swing up to plus or minus 75 kc.

For information write to the Transmitter Division, General Electric Co., Electronics Park, Syracuse, N. Y.

For brief reference use ASBJ-1208.

WESTINGHOUSE ANNOUNCES MOTION PICTURE AND SLIDE FILM INDEX

A new index of sound motion pictures and slide films available to schools and educational institutions has been announced by the School Service Department of the Westinghouse Electric Corporation.

The motion pictures and films listed cover a wide range of subjects and may be used for either

general assembly programs or for home economics, industrial arts, salesmanship, science, and social science classes. A section of the catalog is devoted to teaching-aid charts and transcriptions available in connection with the pictures and films.

Teachers can obtain a copy of the index by writing to the School Service Department, Westinghouse Electric Corp., 306 Fourth Ave., Box 1017, Pittsburgh 30, Pa.

For brief reference use ASBJ-1209.

ANNOUNCE INDEX OF INSTRUCTIONAL MOTION PICTURES

Encyclopedia Britannica Films, Inc., has announced a new 270-page index, linking nearly 300 widely used textbooks with an equal number of classroom sound films. The index was evolved from a number of requests and its completion offers a linkage of teaching films with widely used texts which can be used by schools in every state of the union.

The index is divided into three parts, including the three major branches of the school curriculum and covers all grades from the primary levels to the high school. Section I is devoted to primary readers; Section II to biology, chemistry, general science, health, and physics; and Section III to history, geography, and problems of American democracy. The cost of the volume is \$2.50.

A copy may be obtained by writing to the Encyclopedia Britannica Films, Inc., Wilmette, Ill.

For brief reference use ASBJ-1210.

COMPLETE CONSTRUCTION OF ATHLETIC FIELD

Lead, S. Dak., has for many years had a shortage of sites for play and athletic fields. The Homestake Mining Company had leveled down one of the mountain peaks near by to provide an athletic field for baseball and football. During the thirties, WPA labor was used by the city to extend the field with a new retaining wall. In 1940 a new million-dollar high school was erected near the field. During the summer of 1948, the Homestake Mining Company built a new grassed field, at a cost of \$30,000, and donated it to the high school for athletic purposes. The football field has been extended with retaining walls and serves as the outfield for baseball. A quarter-mile cinder track has been built around the football and baseball fields. The new field was dedicated in October as the Mountaintop Athletic Field.

COMING CONVENTIONS

- Dec. 1. Indiana Town and City School Administrators' Association, at Indianapolis. Headquarters, Hotel Lincoln. Chairman, C. V. Haworth, Kokomo. Attendance, 175.
- Dec. 3. New Jersey State Federation of District Boards of Education, at Trenton. Secretary, Edward W. Kilpatrick, 409 Church St., Hackettstown. Headquarters, State House, Trenton. Attendance, 600.
- Dec. 3-4. New England Association of Colleges and Secondary Schools, at Boston, Mass. Headquarters, Hotel Statler. Secretary, Dana M. Cotton, Harvard Graduate School of Education, Cambridge 38, Mass. Attendance, 500.
- Dec. 3-6. National Council of Chief State School Officers, at Madison, Wis.
- Dec. 9-11. Northwest Association of Secondary and Higher Schools, at Spokane, Wash. Headquarters, Hotel Davenport. Secretary, Dr. Leeland H. Creer, Univ. of Utah, Salt Lake City. Attendance, 400.
- Dec. 27-29. Ohio Education Association, at Columbus. Headquarters, Deshler-Wallic Hotel. Secretary, W. B. Bliss, 213 E. Broad St., Columbus. Exhibits, Hobart H. Bell, 213 E. Broad St. Columbus. Attendance, 1200.
- Dec. 27-29. Pennsylvania State Education Association, at Harrisburg. Headquarters, Penn-Harris Hotel. Secretary, H. E. Gayman, 400 N. Third St., Harrisburg. Attendance, 2500.
- Dec. 28-30. Illinois Education Association, at Chicago. Headquarters, Sherman Hotel. Secretary, Irving F. Pearson, 100 E. Edwards St., Springfield. Attendance, 800.
- Jan. 6. Tennessee School Boards Association, at Nashville. Secretary, Dr. John A. Thackston, Univ. of Tenn., Knoxville. Exhibits.

Advertisers Products and Services

Advertisers in this index are given a code number in addition to the page number on which the advertisement appears. Refer to the advertisement for product or services available. Write direct to advertisers or use the coupon in requesting information from a number of advertisers.

Code No.		Page No.	Code No.		Page No.
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121	American Radiator & Standard Sanitary Corp. . . .	2	1224	Mosaic Tile Company, The . .	12
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THE AMERICAN SCHOOL BOARD JOURNAL
540 North Milwaukee St., Milwaukee 1, Wis.

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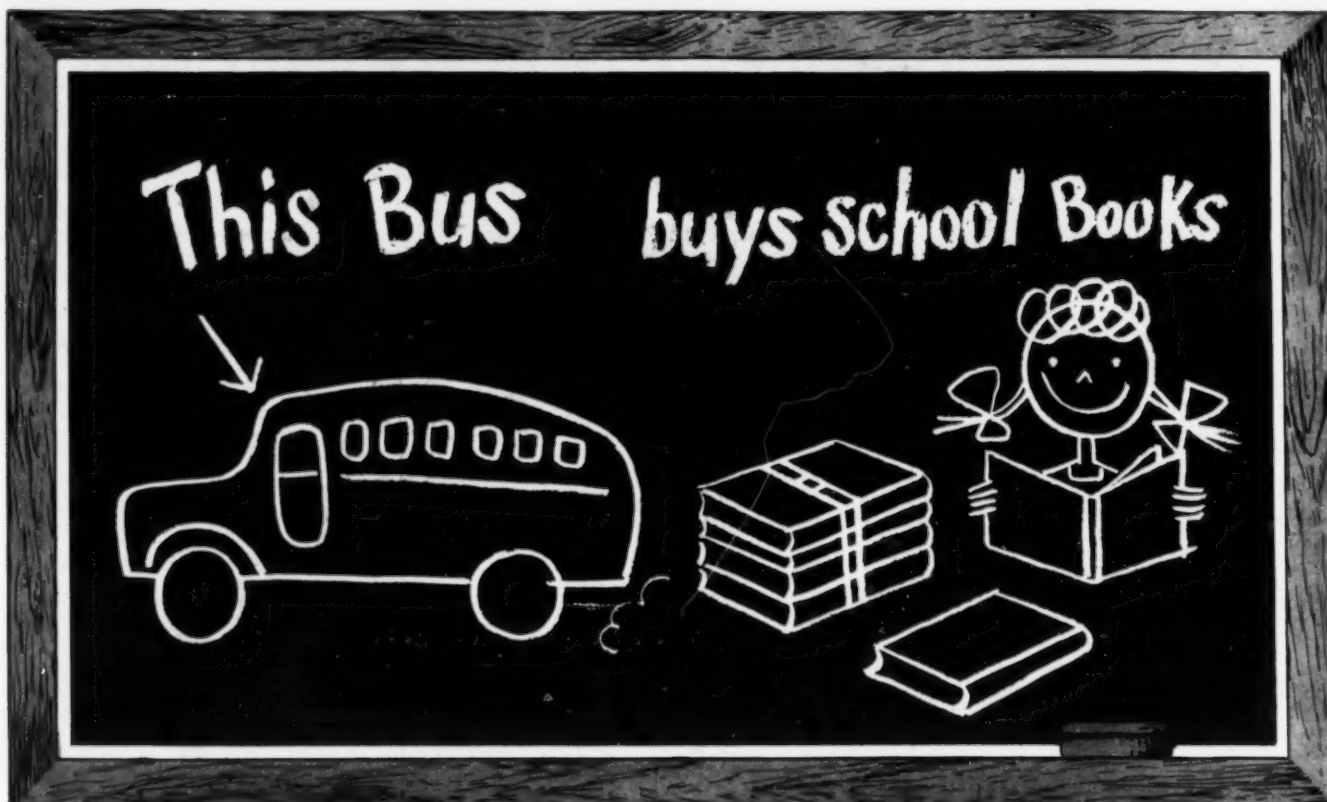
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THE SCHOOL BOARD likes this bus. Why? Because it fools them!

Each year the board sets aside a reasonable sum for bus maintenance. But this bus nearly always uses less money for upkeep than the board's estimate.

The board likes to be fooled this way. The bus leaves more money to buy extra books for the school library.

The pupils and the driver like this bus, too. It's strong and safe and comfortable.

It's an International Bus.

Does that have anything to do with saving money on maintenance? You bet it does! In the first place, every International bus is built to

run a long, long time. In the second place, International maintains the largest exclusive service organization in the country.

This means that every International bus, no matter where it is, gets quick service when it needs it. It means prompt attention by factory-trained mechanics, with precision parts readily available. It means less time in the shop, more time on the road.

Only International offers such complete service in so many places. That's a good thing to remember the next time your board buys a school bus.

Tune in James Melton on "Harvest of Stars."
CBS Wednesday Evenings



INTERNATIONAL  **SCHOOL BUSES**
MOTOR TRUCK DIVISION • INTERNATIONAL HARVESTER COMPANY • CHICAGO



ALL NEED...

HONEYWELL *Controls*

NO matter which phase of school operation is your direct concern, Honeywell automatic control offers distinct benefits. From the standpoint of the school plant itself, heating, ventilating and air conditioning equipment operates more efficiently and with important fuel savings. In the classroom, improved conditions guard the pupils' health, contribute to ideal study conditions. And for the faculty, automatic control means complete freedom from attention to temperature regulation.

Call on Honeywell for consultation about every kind of automatic control need. From classroom heating and ventilating to refrigeration in the cafeteria,

Honeywell makes controls—both electric and pneumatic—for every purpose. Minneapolis-Honeywell, Minneapolis 8, Minnesota. In Canada: Toronto 12, Ontario.

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CONTROL SYSTEMS

NO OTHER UNIT VENTILATOR IS EQUIPPED TO MATCH THE COMFORT AND ECONOMY OF THE NESBITT SYNCRETIZER

...note these exclusive NESBITT features!

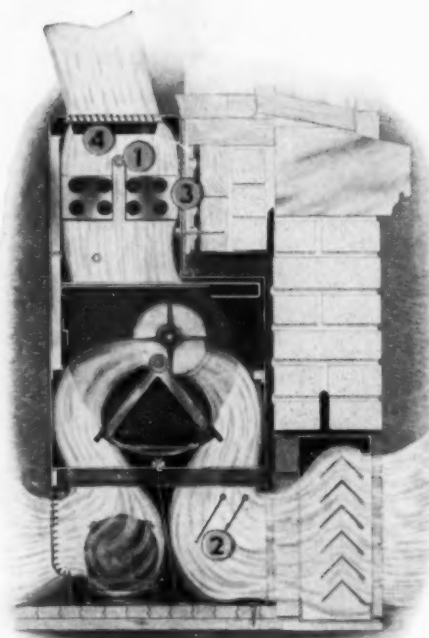
The chaste new styling of the Nesbitt Syncretizer (Series 500) and The Nesbitt Package is reason alone to claim your preference. But as always, Nesbitt wins your approval on the score of performance.

No other unit ventilator can match the Nesbitt Syncretizer in comfort and economy.

All day long the column of air discharged by the Syncretizer — adjusted for direction of flow; shielded from sudden cold blasts; uniform in its temperature; and controlled to counterbalance outdoor chill — provides a "blanket" between exposed surfaces and room occupants, protecting their comfort and health.

Until it can be proved that people are healthier when they are uncomfortable, Nesbitt will continue to emphasize comfort in the classroom.

The Series 500 Nesbitt Syncretizer may be installed independently or integrated, as shown below, with Nesbitt open and closed storage cabinets (and convectors when desired) to form The Nesbitt Package.



1 COMFORT CONTROL

The Comfort Control gives changing outside temperatures a direct voice in controlling the minimum temperature at which the air-stream enters the room to provide the greatest comfort to the occupants.

2 AIR VOLUME STABILIZER

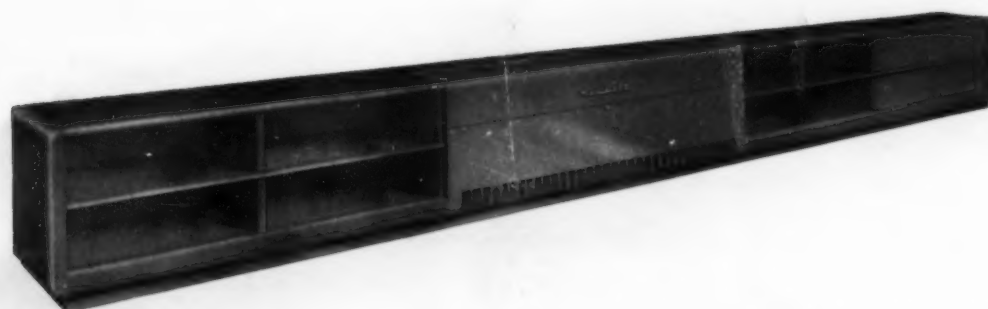
Two pivoted vanes gradually restrict the outdoor-air opening as wind velocities increase — preventing excessive quantities of outdoor air from entering the unit.

3 UNIFORM AIR DISCHARGE

The Dual Steam-Distributing Tubes inside the Syncretizer radiator distribute even the smallest amounts of steam uniformly along the length of the heating element, assuring uniform air discharge temperatures over the entire area of the discharge.

4 DIRECTED-FLOW OUTLET

A series of adjustable vanes below the discharge grill permits the direction of the discharge air to be varied over a wide range. It makes possible the selection of a discharge pattern best suited to a particular classroom.



The New Look of the Series 500 Nesbitt Syncretizer and Nesbitt Package may be anticipated in the classroom plans of schoolhouses designed from now on. Send for Publication 258.

THE NESBITT

PACKAGE

THE NESBITT PACKAGE IS MADE BY JOHN J. NESBITT, INC., PHILADELPHIA 36, PA., AND SOLD BY NESBITT AND AMERICAN BLOWER CORPORATION

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